H25.1 U7
5
P-M1.34/10

U. S. Department of Labor
WOMEN'S BUREAU
Washington

Aircraft Assembly Plants

Different Minimum Entrance Rate for Men and Women

		Men	Women	
Pennsylvania				
Fleetwing	Bristol	60 cents	50 cents	
Kansas				
Beech	Wichita	55 "	50 "	
Texas				
North American	Dallas	60 "	50 "	
Consolidated	Ft. Worth	60 "	50 "	(4 plants-total)

U. S. Department of Labor
Women's Bureau
Washington

Minimum Entrance Rate for Men and Women Productive Workers in Aircraft Assembly Plants

Location and name of plant		Minimum entrance rate same for men and women	
Michigan			
Ford	Willow Run	95	cents
New York			
Bell	Buffalo	65	"
Bell	Niagara	65	"
Curtis-Wright #1	Buffalo	60	"
" " #2	"	60	"
Washington			
Boeing	Seattle	62½	"
California			
Consolidated	San Diego	60	"
Douglas	El Segundo	60	"
"	Long Beach	60	"
"	Santa Monica	60	"
Lockheed	Burbank	60	"
Vega	Burbank	60	"
North American	Inglewood	60	"
Northrop	Hawthorne	60	"
Ryan	San Diego	60	"
Vultee	Downey	60	"
Connecticut			
Vought Sikorsky	Stratford	60	"
Kansas			
Boeing	Wichita	60	"
Cessna	"	60	"
North American	Kansas City	60	"
Ohio			
Curtiss-Wright	Columbus	60	"
Maryland			
Glen Martin	Baltimore	60	"
Fairchild	Hagerstown	50	"
Pennsylvania			
Brewster	Johnsville	60	"
Naval Aircraft	Philadelphia	50	"
Piper	Lock Haven	30	" 1/

Minimum Entrance Rate for Man and Women Productive Workers in Aircraft Assembly Plant

Location and name of plant		Minimum entrance rate same for men and women	
Missouri			
Curtiss-Wright	St. Louis	55	cents
Tennessee			
Vultee	Nashville	55	"
Oklahoma			
Spartan	Tulsa	50	"

29 plants

1/ On piece work- 30 cents is guaranteed base rate.

7-2055

TO FIELD PERSONNEL:

The Bureau of Manpower Utilization is sending you these data to assist in your manpower utilization work until the time, in the relatively near future, when a more formally prepared handbook of manpower utilization will be distributed to you. This handbook, when prepared, will contain much of the material contained in this folder, although is somewhat in somewhat different form. In the meantime it is thought desirable to make available to you the materials included herein for your use in the work which you are doing.

The following data are included:

Program of the Bureau of Manpower Utilization

Skeleton Outline of the Bureau of Manpower Utilization - - - 1
Descriptive Outline of the Bureau of Manpower Utilization-- 4
General Description of Utilization Job - - - - - - - - - - - 8
1. Determination of utilization needs in the Area- - - - 8
2. Plan of action to supply urgent utilization needs - 18
3. Plan of action to supply need for utilization education- 26
4. Organization to administer policies and actions - - 29
5. The accurate measurement of results - - - - - - - - 30

Check Lists for Manpower Utilization Surveys

Suggested Check list for Industrial Consultants - Utilization Survey - 32
Utilization Factors - Check List - - - - - - - - - - - - - - - 33

Worksheets for Manpower Utilization Surveys

Survey Work Sheets - 38
Labor Productivity - 39
Production - 42
Absenteeism- 43
Turnover - 47
Training and Upgrading - 51
Selection and Assignment Practices - - - - - - - - - - - - - - 55
Employment of Reserve Workers- - - - - - - - - - - - - - - - - 57
Plant Layout - 59
Plant Equipment- 61
Organization (Worksheet) - - - - - - - - - - - - - - - - - - - 64

Assignment of Manpower Utilization Consultants

Responsibilities and Duties - - - - - - - - - - - - - - - - - - 66
Manpower Utilization Reports - - - - - - - - - - - - - - - - - - 71
Sample Manpower Utilization Survey - - - - - - - - - - - - - - - 73

Organization of the Bureau of Manpower Utilization - - - - - - - 97
War Manpower Commission Guide for Dealing with Job Absences- - - - 98

PROGRAM

FOR

MANPOWER UTILIZATION

Check Lists
Work Sheets
Organization Chart
and related materials

Bureau of Manpower Utilization
August 20, 1943

PROGRAM OF THE

BUREAU OF MANPOWER UTILIZATION

7-2055

Skeleton Outline of Bureau of Manpower Utilization Program

Introduction:

The general program of the War Manpower Commission
Relation of Utilization to general program
Definition and general description of Utilization task

Part One

Industry Program of Manpower Utilization

I. Determination of Utilization Needs in the Area

A. Primary Indicators of Need

1. Unplanned Selective Service Withdrawals

a. Relation to Manning Tables

2. Production Lag and Production Rate per Man-hour

3. Excessive Turnover

4. Excessive Absenteeism

5. Unusual Labor Recruitment Problems

B. Make List of Essential Industries with Facts Concerning Unplanned Selective Service Withdrawals, Production Lag, Excessive Turnover, Absenteeism and Abnormally High Recruitment Situations

1. Arrange list on a priority basis for Utilization attention

II. Plan of Action to Supply Urgent Utilization Needs

A. The Manning Table Procedure

B. The Basic Factors of Utilization

1. The causes of under-utilization may be found among the following general factors:

a. Plant conditions

(1) Such as layout, sanitation, heating, etc.

b. Production Procedures:

(1) Such as production planning, production records, etc.

c. Personnel policies

(1) Including hiring practices, inadequate use of skills, upgrading, incentives, etc.

d. Out-plant factor:

(1) Such as housing, transportation, recreation, etc.

Note: The accompanying Utilization Survey Check List has a detailed breakdown of these general factors.

C. Procedure for Making Contact with Management

1. The importance and character of the interview

2. Object of interview - To induce Management to agree to a Utilization Survey and/or to adopt the Manning Table

D. Making the Utilization Survey

1. Information on Survey factors provided by Manning Table and by ES-270 Form

2. The Purpose of Utilization Survey Check List

a. A guide for locating causes of under-utilization

3. The use of Utilization Survey Work Sheets

a. To get further data on the causes disclosed by preliminary survey check-up

4. Analysis of Utilization Situation at Plant

a. Isolate the main factors or causes of under-utilization in this plant

b. Determine the measures which would overcome or greatly minimize the causes

E. Recommendations to Management

1. Present results of survey- findings and recommendations

F. Agreement with Management on Measures to Be Taken

1. Have agreement definite both as to the steps to be taken and as to the time in which they are to be carried out.

G. The Follow-up on Results of Action Taken

III. Plan of Action to Supply Need for Utilization Education in the Area

A. Get Endorsement of Management-Labor Policy Committee regarding Utilization Survey Procedure and regarding Education Promotion of Program with Management and Labor.

B. Arrange to Address Management Meetings

C. Arrange to Address Labor Groups

D. Participation of Local Public Press

IV. Organization at Area Level to Administer Program

A. Staff Requirements

1. Chief Consultant on Area Director's staff

2. Additional consultants under Chief Consultant

V. Measurement of Results

A. Measuring the Primary Indicators of Improved Utilization

1. Smoother flow of Selective Service withdrawals

2. Measurable increases of production per unit of man-hours

3. Lower percentages of Turnover

4. Lower percentages of Absenteeism

5. Lessening of serious Recruitment Problems

Descriptive Outline of Bureau of Manpower Utilization Program

The program of the Bureau of Manpower Utilization is a vital part of the general program of the War Manpower Commission. We should have in mind first the general task of the Commission, and then turn to the particular work of the Bureau. The Commission is called upon to undertake the most effective mobilization and utilization of the nation's manpower. The steps in the program of the War Manpower Commission for executing this assignment have been set down by the Executive Director under the following six headings:

I The accurate determination of manpower needs.

II The accurate determination of manpower supply.

III The development and inauguration of policies, procedures, and actions required to make the supply available and to get it to the point of need at the right time and in the right quantity.

IV The establishment of an adequate organization to administer the policies, procedures and actions of the War Manpower Commission at all levels.

V The determination of the action that can be completed at each level of the organization.

VI The accurate and current measurement of results.

Each Bureau of the War Manpower Commission has a delegated responsibility within this overall job*. Each Bureau should have a clearly

* War Manpower Commission Bureaus are: Bureau of Selective Service, Bureau of Placement, Bureau of Training, and Bureau of Manpower Utilization.

defined conception of this responsibility. It must then translate this conception of the job to be done into a program of action by means of an organization, every level of which understands its part in the total assignment.

The assignment of the Bureau of Manpower Utilization can be staked out with reasonable definiteness. We know that the task is not mobilization or recruitment, which is the primary function of the Placement Bureau. Nor is training its job - that is definitely the responsibility of the Training Bureau. The Selective Service function is clear cut and definite enough. Yet, whether workers are mobilized in the right places, or whether training is provided for, or whether the rate of military withdrawals from civilian life is well planned, are all matters of correlative interest to those charged with the utilization task. These are areas of common concern with other Bureaus, while at the same time they are areas of separate responsibility. But conversely, utilization should be the mutual concern of all War Manpower Commission personnel. Though responsibility for utilization may focus on the area director and the utilization consultants, the placement people and the training people are none the less interested participants Many aspects of their work can be called utilization. Furthermore, the area director may wish to utilize them specifically, by reason of their contacts and experience, for some important utilization assignment. Utilization is not some exclusive operation out of all relation to other activities of the Commission. In one sense we are all utilization people. Having said this, we are not excused from getting as clear a conception as possible of the meaning of utilization. Utilization can be defined as follows: Utilization means the most productive use of the minimum amount

of labor necessary for production under working conditions that will maintain worker effectiveness and morale.

When this conception and definition of responsibility are thought through, the extent of the obligation will plot an area of large size. It includes the best use of industrial, agricultural and government personnel. It means that each person, male or female, who is physically able to render personal service, shall be given the opportunity to serve in an essential capacity; exert his particular abilities in a sustained and unrestricted way on a chedule of hours and under working conditions consistent with good health and morale. Actually no worker is left out of this total war enterprise. Obviously, utilization involves all the factors that affect workers in the performance of their productive effort. It is immediately apparent what some of these factors are - Plant conditions, production procedures, personnel policies and out-plant conditions. In fact, a list of the various elements of these major categories affecting manpower utilization needs to be set down. We shall include such a basic factor list in connection with the program plan of action.

Lest we become casual in considering utilization, we should recognize that we are now seriously under-utilized all along the manpower front. This is the consensus of opinion of Management, Labor, and of independent observers.

When in an airplane factory over 30,000 employees have been added to the payroll in one year, and yet at the end of the year there are 400 less employees than at the beginning, we can understand the enormous utilization wastage of turnover.

As to Absenteeism - In one large company, it was found that the

rate of absenteeism was such that 1500 additional workers had to be kept on the payroll in order to meet the production schedule.

On the other hand, when a shipyard in a period of nine months cut the manhours on a Liberty Ship from 900,000 to 250,000 hours, we get some idea of the contrast between under-utilization and utilization. We gain an insight on what manpower utilization means.

When a plant, by improved production procedures, can turn out thirty-five per cent more work with twenty-five percent less workers, we get an idea of what proper utilization can do and is called upon to do.

From these illustrations it is clear that the utilization job has got to be done at the Area level, where the plants, factories, and industries are located, and, it is the combined job of Government, Labor and Management.

General Description of Utilization Job

The Area Directors and Consultants* must understand the definition of utilization, and have before them a basic list of the factors involved in utilization. They must be prepared to know what the utilization needs of their Area are and how to supply these needs. The utilization job requires a plan of procedure to acquaint Management, not only with the manpower utilization services of the War Manpower Commission, but a plan of publicized information on utilization that will enlist the cooperation of Management and Labor in undertaking utilization improvements.

* The term "consultants" as used in this descriptive program applies to the professional utilization personnel at any level, whether they have customarily been called "occupational analysts", "consultants" or some other related designation.

Let us now translate this general job statement into a utilization program at the Area level.

The Program

1. Determination of Utilization Needs in the Area

A. The Primary indicators of Need

1. Unplanned Selective Service withdrawals

(a) Relation to Manning Tables

2. Production Lag and Production Rate per Man-hour

3. Excessive Turnover

4. Excessive Absenteeism

5. Unusual Labor Recruitment Problems

Effective utilization of manpower is so big a job, with so many sides to it, that we must organize our attention on the larger issues first. That being so, we can pick out what are the primary indicators of inadequate utilization. They are such things as unplanned Selective Service withdrawals, production lag, and low production rate per man-hour, excessive turnover, absenteeism, and unusual labor recruitment problems.

Notice that these primary indicators are not the causes, but the effects of under-utilization. They are the signals of need. There are other signs, too, such as frequent complaints of workers at the employment center. Also, threatened strikes and serious accidents are evidences of need, but these latter are dramatic items that are headline news and could not fail to provoke attention. But in the ordinary day-by-day treadmill of war effort we can expect to find need for a utilization job wherever military withdrawals are irregular, where production is behind schedule, where turnover and absenteeism are excessive, or where there are serious labor recruiting problems.

It would seem to be a matter of common sense that on account of the hurried pace of war production, we have got to think in terms of greatest needs first. Of course, we have got to do an overall educational job, too, and do it concurrently, but we shall deal with that a little further along.

Our situation is somewhat analogous to an epidemic of influenza. It may be that the general health of the populace is below par, and that this contributes to the rapid spread of the disease. The medical job is, of course, a dual one. It must treat the sick, and it must conduct a health campaign in the press to get as many as possible to help themselves and keep well. The physicians, however, will be giving their skilled attention to those in greatest need. In like manner, our consultants are out there in the Area dealing with the most pressing cases of need. The training and placement personnel are an indispensable auxiliary force. At the same time a general health campaign is under way. We shall presently make suggestions for the health campaign. The epidemic we have to deal with is under-utilization, and the utilization program is the health program to meet that condition. The whole enterprise is under the operational direction of the area director.

1. Selective Service Withdrawals and Manning Tables.

One of the very first recognized needs for manpower utilization arose in connection with Selective Service withdrawals from industry. A technique was needed that would prevent undue dislocations of worker personnel while at the same time providing for military manpower. That technique is now well known to everyone as the Manning Table and Replacement Schedule procedure. We shall deal with Manning Tables further along

in the program. Its usefulness as an instrument in connection with other phases of utilization is significant. However, it should be mentioned here that the Selective Service phase of the utilization job is not at all finished. The work along this line must continue. It is well to add here this further comment; that the assistance rendered and being rendered to management in the preparation of Manning Tables by Bureau of Manpower Utilization consultants, has been one of the outstanding parts of the civilian war effort. As of June 1943, Manning Tables for more than 6,000 factories, shipyards, etc., have been prepared or are in process of preparation.

We may expect to find in connection with this work that after the Replacement Schedule is made out, some employers will say that they cannot meet its replacement demands. This condition is becoming quite common. Responsibility for additional utilization service is thus called for. We may regard this as a further extension of the Manning Table project.

Though the Manning Table plan has of necessity occupied a predominant place hitherto, we are all aware that the utilization program branches out in several directions. As we shall see, the Manning Table will continue to be a useful part of utilization.

2. Production Lag and Production Rate per Man-hour

a. Production Lag

In the case of production lag, we know that factors outside of our responsibility may be operating, such a slack of material and equipment, but nonetheless, production lag is a danger signal and should not be ignored.

How do we know what constitutes production lag? The answer to this

question would be very easy if all war production plants had a production schedule. All the major shipyards, aircraft, and auto factories have, but many companies have no such schedule, and this is especially true of the sub-contractors. No doubt as time goes on it will be possible for most businesses to set up production goals. However, we are not without recourse in getting at production lag.

In cases where there are production schedules, production percentages are available from information supplied by the War Manpower Commission's Reports and Analysis Service, and also from procurement agencies of the Government. One caution should be brought out here, and that is, that the one hundred per cent fulfillment of a production schedule is not proof that the best utilization is taking place. Production schedules were set quite arbitrarily as "best guesses." Recently one very large aircraft plant that was up to 100% production made a utilization survey, and found that it could maintain that production with fourteen hundred less men.

In factories without production schedules it will be necessary to depend on estimates derived in various ways, from the plants themselves or from Production Drive Committees and so on.

b. Production Rate per Man-hour

We have just talked about production lag in terms of production in relation to schedules. But in the last analysis, utilization is greatly concerned with the most effective productivity per unit of man-hours. Is every man in this and that plant getting the most production out of the skill and effort expended? This question does not imply that the worker should "speed up" or use up twice as much energy to squeeze out more and

more production. The question is, how can we use the same energy most effectively? The key to utilization, as applied to productivity, is the phrase, Most Effective Effort, including most effective use of time. Time is frequently lost through delays of various kinds. Competent observers among the workers themselves concur with production men that the most effective use of the same effort now expended could increase production a very appreciable degree.

One problem before us is, how can we obtain the information which will indicate the red signal of need? As in the case of production lag, some plants have carefully worked out production rates per man-hour. Even in these cases, management can do a great deal more in bringing about an improvement by restudying their situation. One of the best approaches to this problem is through the acquisition of comparative production figures per unit of manpower of plants doing the same kind of work. State and Regional Offices could be very useful in getting such factual data.

An effort is being made to investigate the possibility of supplying data on this problem to the Areas. Contact is being made with various government agencies to discover reliable sources of information that could be obtained in the field, or passed along to the Area Consultants.

3. Turnover

The Turnover situation is extremely serious and it has become a major utilization problem. As an indicator of under-utilization or misused manpower it has moved up to front-page news.

The utilization consultant has available in the Area Director's

office many facts about turnover in the Area. The new Form ES-270 for use beginning July 1943 contains the information. This report gives not only total monthly turnover, but a separate report on turnover among women employees. The ES-270 form, and the Manual of Instruction that goes with it, should bring order and definition to the reporting practice on a monthly basis which has been established for all Government agencies. There is a turnover report available for every war production plant with 200 or more employees. When we speak about turnover, we should mean monthly turnover. The monthly turnover percentage is derived by the following formula:

Monthly Plant Turnover equals Total of Separations During the Month divided by Average of Working Force During Month

(The average working force may be found by adding together the total employees at the beginning of the month and the total employees at the end of the month, and dividing the sum by 2.)

Of course, the same formula can be applied to departments within a plant, by doing the same thing with the department figures. And if desired, the turnover by occupations may be similarly derived by taking occupation figures.

The question may be raised, granted that we know how much turnover there is, How do we know what constitutes excessive turnover? Turnover in peacetime is between two per cent and three per cent and it varies for different industries, and this is usually accepted as a peacetime norm. In wartime it is much more difficult to say what a normal turnover percentage should be because, in the nature of war conditions, there must of necessity be many separations and accessions. Right now the average turnover for the country as a whole is slightly over 7½ per cent. In some places,

it is as high as twenty per cent and more. Obviously, the latter is too high, but what shall we call the wartime norm? We simply cannot fix it precisely without being arbitrary, but we can be practical and say that anything over five per cent is dangerous. We do want it as low as possible and we should be on the alert to observe whether there is a trend in one direction or another*. In any case, we can arrange our priority list so that a glance will indicate the higher percentages as urgent cases.

4. Absenteeism

The fourth indicator of under-utilization is absenteeism. In spite of wide publicity, it continues to be alarming.

Let us understand first what absenteeism is because the word has been loosely used.

Absenteeism or Job Absence is defined as the failure of a worker, who is on the payroll, to appear on the job when he is scheduled to be at work and work is available. This is a standard definition commonly used by government agencies. The definition can be further clarified, however, by noting that an absence means a whole day or "man-day" as it is called.

The percentage rate of absenteeism is computed on a monthly basis according to the following formula:

Plant Monthly Absentee Rate equals Number of Absences during month (man-days lost) divided by Total number of employees scheduled for employment during the month

* ES-270 shows "Employment Trend" for each plant anticipating the trend for a six month period beyond the current month under four classifications: All employees, Women, Non-whites, and part-time.

As in the case of the Turnover formula, a department absentee rate may be computed by restricting the numbers to department figures.

In peacetime, absenteeism may go as high as nine per cent in certain industries, but the average is about five or six per cent. In time of war the average is higher and at present it is approaching eight per cent for all industries. In some war industries it is higher still. The practical view is that any absentee situation which goes above five per cent has moved into the red and should be looked into. It should not be too difficult to list the more serious cases which require consultant service.

Facts regarding absenteeism are, as in the case of turnover, obtainable from the new Form ES-270. This report shows total absenteeism and then separately it gives absenteeism for women workers. In addition to this, it shows absenteeism by shifts. This is designed to help locate where the greatest absenteeism occurs which will be of assistance in discovering the causes of absenteeism.

5. Unusual Recruitment Problems

The United States Employment Service is constantly endeavoring to recruit labor to meet industrial demand. It frequently happens that the Employment Service has some question about the legitimacy of the demand. It sometimes appears that these demands are excessive. Are they really necessary? If the Employment Service were to fill the demand in all cases, it would often be required to carry on intensive and extensive recruitment. It will be glad to do so if the labor demand is justified. Where there is a question regarding these apparently excessive demands, the Employment Service would like to have reassurance that the requests are justified. How shall this reassurance be obtained? Logically, if one ignored existing practice, it would seem that at this point the utilization consultant should

take over and carry on whatever investigation or survey is necessary at or in the plant to determine the legitimacy of the employment demand. And no doubt the utilization consultant will frequently be presented with this problem by a United States Employment Service office. If so, he may proceed, for it is part of the overall utilization job.

However, we must take into account existing practice and utilize that practice. Many U.S.E.S. offices have an already established routine for following up on excessive demands. They have regarded the further investigation of the employment situation as part of their function and they have used members of their own staffs for that purpose. Where this is so, and very competent personnel is available, there is no good reason for disturbing the procedure, and much reason for retaining it. After all, there are so many more employment offices than area offices, that the coverage is much greater. Then again the U.S.E.S. has been in business a long time. It has a well-trained staff and it has many excellent contacts with various business enterprises. These valuable assets are part of the total strength of the War Manpower Commission. The Bureau of Manpower Utilization does not wish to suggest that the U.S.E.S. let up on any of the valuable services it has been rendering. On the contrary, it is regarded as a very important ally. Organizationally a distinction has been made between Placement and Utilization, but the distinction is not a wall. In practice the services merge at many points.

This comment regarding U.S.E.S. ties up with what was said earlier about the relation of utilization to the whole War Manpower Commission staff at the area level. We are not departmentalized into segregated operating units. The utilization job is one of the two halves of the War

Manpower Commission obligation - mobilization and utilization. At present emphasis is passing more and more toward utilization as the major concern of the Commission. Consequently all our resources must be brought to bear on utilization. It is intended that organizational direction shall marshall these resources and that is precisely what the area director is commissioned to do.

Returning for a moment to the question of Special Recuritment problems as an indication of utilization need, we call attention to a few more of these problems. There are cases where the demand for new workers is not too great in terms of numbers, but too high in terms of skilled workers asked for. Quite possibly a job breakdown analysis might solve this situation. Then again, the recruiting problem may be one where workmen are unwilling to take employment in certain industries because of known in-plant conditions. Another situation that is now appearing is the number of requeste for Statements of Availability and likewise appeals cases. These are all indicators that something is wrong somewhere.

From the standpoint of utilization, it is very clear that abnormal demands for workers is an indicator of under-utilization of genuine significance, therefore, this item has been featured as one of the primary indicators for which to be on the lookout.

In regard to all of these items included under the heading, The Primary Indicators of Need, it is fortunate that we have ample facilities for getting information on most of these various points. Additional items of information may, as we have said, turn out to be leads, but the usual ones are indicated here. And on account of these indicators, we should be able to classify industries in the Area according to utilization need.

B. Make List of Essential Industries with the facts concerning -- Selective Service Withdrawals and Manning Tables, Production Lag, and Production Rate per Man-hour, Turnover, Absenteeism, Unusual Recruitment Demand.

1. Arrange List in so far as possible on a priority Basis for Utilization Attention.

We are likely to find, of course, that where one indicator is present, it will probably not stand alone. If there is much turnover, there is probably much absenteeism. The list will tend to arrange itself because some of the most glaring situations will be very obvious. One determinant in arranging the list will be the size of the industrial organization from the standpoint of number of employees.

II. Plan of Action to Supply Urgent Utilization Needs

A. The Manning Table Procedure

The Manning Table is an important part of utilization procedure. It is still desirable that industrial establishments should be encouraged to make Manning Tables, not only as a tool essential to orderly Selective Service Withdrawals, but also when it appears to be essential for solving other manpower problems.

The program of utilization as it develops in the following pages will be recognized as emphasizing the term, "Utilization Survey." We wish to state that the survey is not something utterly new nor is it divorced from the Manning Table procedure. In order to make a Manning Table, something in the nature of a survey must be made, yet to make it does not necessarily require all that we are now envisaging in a Utilization Survey. On the other hand, it is possible to make a Utilization

Survey without making a Manning Table. But in this latter case, a great deal of the same information will have to be acquired which would be already in hand had the Manning Table been made.

Aside then from the Selective Service aspect of the Manning Table, the Table remains a useful and available tool of utilization. But it is not a "must" in all utilization plant services. We may do either a Survey or a Manning Table or we may do both, depending upon the local situation and the discretion of the Area staff.

We shall not include here the procedure of the Manning Table because of the detailed manual regarding it that has already been issued.

B. The Basic Factors of Utilization

At this point what do we know? We know that we have a number of more or less serious cases of under-utilization in the industries of the Area. We do not yet know the causes of these conditions, except in the case of Selective Service withdrawals. The utilization needs of the Area are established for us by our priority list of need.

In order to set up a plan of action to meet the need by locating the causes of under-utilization and removing them, it is of the utmost importance that the consultants have a thorough understanding of just what it is that utilization is concerned with. What are the possible causes or factors that make people quit their jobs or take days off or that slow them down? What are the conditions that retard or bring about a decline in the production rate? The possible reasons are well known to specialists in the fields of production engineering and personnel management. The reasons or causes cover a wide range of possibilities, any one of which,

or any combination of which, may be operative in a particular plant. That is to say, if we could have a kind of master list of these causes, or even a list of the most common causes that make for ineffective utilization of manpower, we could survey a factory in terms of this list and locate what it is that is causing the difficulty.

Such a list of basic factors has been prepared as part of the utilization survey list. It contains a breakdown of the elements usually classified under the heading of Plant Conditions, Production Procedures, Personnel Policies and out-plant factors. (See pages 2 and 3 or accompanying Utilization Survey Factor List.) We shall discuss the functions of this list in a moment, but here we wish to say that such a list contains the common recurring characteristics of items that affect manpower utilization. Any industrial organization that could rate itself or be rated "good" on all those items would be a very outstanding business, with a very low percentage of absenteeism and turnover, and a high rate of production per man-hour. That company would have a healthy or sound utilization program as part of its management policy.

We now know two fundamental things; first, the utilization needs in our Area, and especially the cases of most immediate need; second, what utilization is. We know from the study of the utilization survey list, the factors or constituent elements of utilization. We know now what the pulse rate and the temperature of the business enterprise should be. The next step will be the actual contact at the plant.

C. Procedure for Making Contact with Management

1. The Importance and Character of the Interview

Having selected a prospective establishment for interview, a procedure is necessary. It is not the intention to provide the consultant

with a stereotyped sales talk in undertaking his contact. It will make some difference regarding the character of the approach whether the consultant was invited or came on his own, or whether the factory experience with Manning Tables was satisfactory or not. Some general considerations, however, regarding approach may hold for most cases. And these suggestions are equally valid, whether the consultant makes his contact in the interest of getting a Manning Table acceptance, or whether it is a more extensive utilization survey that is in view.

It should be an axiom that contacts must be made with the highest operating official in the company. We should not go in except through the top man. This interview should be undertaken by someone selected by the Area Director or Chief Consultant. The interviewer should have a good deal of knowledge of the corporation in question. Presumably he knows about its production, turnover and absenteeism. And if there was a Manning Table prepared, he knows a good deal more.

Let us assume that the object of the interview is agreeably to induce management to allow the interviewer to make a utilization survey. We already know there is need for utilization improvement, and in all probability, Management will be more than ready to cooperate with the man who is there to help him supply that need. In such an interview a skillful and tactful consultant will obtain a fairly good idea of what kind of an organization he has to deal with. Without over displaying a check list, the consultant should learn during the interview a number of things on the survey list that are most essential to know -- the personnel policy of the company, the size of the staff, the attitude of Management toward Labor, hiring practices, attitude toward minority groups, use of women, wage

structure, and so on. These first impressions can be confirmed or qualified later, but the initial interview should be on a high level. It should be conducive of mutual respect, laying solid ground for the later interviews in which the recommendations for dealing with the situation are to be presented.

We should not forget at any time the human relation aspect of the interview. Management frequently has a defensive frame of mind toward Government men and understandably so. In the first place, executives have reason to think they know how to run their own businesses. They have pride in their organization and they may resent the implied criticism of our presence. In the second place, they may have had some unpleasant encounters with other Government representatives. They may think they would be in better shape now if it were not for "all this Government interference." We are not concerned with the merits of this attitude. We are concerned to remark that the wise consultant will take it into account and understand it. Perhaps he may dispel it by his own judicious approach. Management needs to be reassured that this is not some government investigation that is about to take place. We are not going to collect information to be placed on file anywhere. We can, however, render a type of service that is not likely to be supplied by anyone else in the present employ of Management. These are all important considerations. The whole success of the utilization survey may very well be determined by the way in which the approach is made to Management. Consequently, we need for this work men who not only have experience, but men who know how to meet people forcefully, but not officiously.

It is conceivable that Management would refuse to cooperate at all, but this extremity is unlikely. We have every reason to approach Management

with the awareness that it is as much interested in winning the war as we are. And winning theewar at the plant level is manpower utilization.

D. Making the Utilization Survey

1. Information on Utilization Factors Provided by Manning Table

a. Total personnel employed
b. Total hired previous six months
c. Description of the nature of the business concern
d. List of jobs in the plant
e. Extent of use of women and handicapped
f. Percentage of workers in each job
g. Number of workers in training in each job
h. Extent of job reengineering
i. Extent of upgrading and transfer
j. Extent of recruiting outside the plant and estimate of maximum labor needs
k. Recommendations already made to plant for improving utilization on the basis of Manning Table findings

The fact that the Manning Table discloses so much is an impressive commentary on its usefulness. In fact, in some regions, many of the items in the Survey Check List are already included as part of the presentation to Management of Manning Table findings.

The ES-270 Form also discloses a great deal about a plant. The following information from Form ES-270 will be available in any case whether there is a Manning Table or not:

1. Employment trend
2. Turnover percentage for all employees and women
3. Absentee percentage for all employees and for women
4. Critical occupational shortages and number needed in these occupations
5. Anticipated gross labor needs for next four months
6. Anticipated separations for next four months
7. Information regarding recruitment methods, in-plant training, upgrading and job breakdown

2. The Purpose of the Survey List

The purpose of the Survey List is that it should serve as a guide in locating the causes of under-utilization. Much of the knowledge

required in completing the utilization survey will be in hand before we get much beyond the main office. The items that remain should be covered through a variety of interviews with the Personnel Manager, Chief Production Engineer, Labor-Management Committee Chairman or members, Production Drive Committee people, operating supervisors, foremen, workers, and union representatives. The United States Employment Service and Training people may contribute important items essential to an evaluation. The resident Army or Navy officer or other Government personnel should be consulted. Various people in the community may need to be interviewed. The circumstances will dictate to the alert consultant various avenues which must be locally followed to gather the pertinent information of the survey.

3. The Use of Utilization Work Sheets

In order to assist the consultant in gathering his facts, work sheets have been prepared together with accompanying instructional material. These tools will be of aid in getting more detailed information regarding the causes of under-utilization disclosed by the preliminary survey. For example, if in the process of making the preliminary survey or check-up it appears that a production flow bottle-neck is the problem, then the special work sheet on production and the instructional material therewith, will aid the consultant in getting the pertinent facts about production conditions. In other words, the work sheet will enable the consultant to make a more complete survey analysis of the difficulty. Again, if the preliminary check list discloses that a lack of a constructive personnel program is the main cause of absenteeism or turnover, then the work sheet for personnel will be of aid to the consultant in getting more complete knowledge of the personnel deficiency. Thus the work sheets are supplementary to the check list and

will enable the consultant more competently to make the utilization analysis. In due course, the utilization handbook will have sections covering both Manning Tables and the Utilization Survey.

4. Analysis of Utilization at the Plant

The consultant having gathered his data, must now study it carefully. No doubt he has seen many things that might well be improved. But the hurried nature of our task compels us to think in terms of the main factors that need improvement. We should isolate these main causes and have a very clear conception of what they are.

Equally important is the necessity of determining what measures would overcome or greatly minimize the causes. It cannot be emphasized too much that this step calls for a very comprehensive understanding of the whole situation, and for some hard thinking.

E. Recommendations to Management

All that was previously said about the initial interview with Management is also applicable now. It is really harder to present the findings and tell Management what is wrong. But there are remedies to propose and that is something constructive. Be able to show what these recommendations will do in this plant if they are adopted. We must talk in terms of consequences that are positive and that can be measured.

F. Agreement with Management on Measures to be Taken

Action must be taken on the recommendations. As a matter of fact, all that may be necessary in many instances will be the presentation of what the causes of trouble are. Alert Management will want to do something about this. That is what we hope for. In other cases it may be necessary to press for action to be taken. The agreed upon procedure must be a definite program with specific steps spelled out with a time schedule, and

clear delegation of responsibility for carrying out the actions.

G. The Follow-Up of Results of Actions Taken

Like all the other steps in the contacts with Management, the follow-up can be done with dignity and tact. The measurement of results is taken up under point No. V.

III. Plan of Action to Supply Need for Utilization Education

It was remarked earlier in this descriptive outline that in dealing with an epidemic there are two basic needs that have to be met. First, dealing with the immediate cases of illness, and second, promoting a health campaign to educate the public. The use of the epidemic analogy is not far fetched. The lack of adequate utilization is a menace to our manpower resources just as real and just as effective as an epidemic would be. It removes as many people, probably more, from productive effort. Therefore, it does become necessary as part of utilization to undertake educational measures. It is not Management alone, but Labor too, both in the ranks and at the helm, that requires a genuine appreciation of the utilization problem. We must convince Labor as well as Management that the utilization program does not encroach upon or infringe in any way the real interests of either. There is nothing here that anybody has to be on guard against. False notions about utilization have bobbed up here and there -- that utilization is a new kind of regulation of Management, that it imposes policies and procedures that Management does not like or from the Labor point of view, that utilization means "the speed-up" with all the old-time associations therewith. These misunderstandings are not even close to the facts. Actually, utilization if properly understood is a balanced program of cooperative effort in the common interest. No real values are subtracted from anybody, and yet the common pool of national effort can be enriched thereby.

Clearly an educational effort is called for. It needs to be dynamic. It needs to inspire as well as to inform. There are several steps to supply the educational need at the Area level.

A. Gain Approval of Management-Labor Policy Committee

The approval of this Committee is perhaps the most important step in the educational effort. A real job of selling the meaning and significance of utilization is entailed. The attitude of this Committee will determine in a large measure, if not entirely, the reception of Management and Labor to the utilization program. Even though we know that the utilization program is nothing else but applied common sense, there may be prejudices or misunderstandings to overcome. This should not be unduly difficult but it ought not to be bungled. The national Management-Labor Policy Committee approved the organization of a Bureau of Manpower Utilization and described it as "an agency to assist labor and management is a mutual search to increase the effectiveness of human effort." The Policy Committee disapproved any note of compulsion, indicating the utilization task as a great project in cooperative effort.

The Management-Labor Policy Committee is in a position to suggest additional measures that may be taken in the area over and above those suggested under B, C, and D below. This Committee could, if it would, initiate a program whereby it would assume some responsibility for selling the utilization idea to Management and Labor. The job to be done will never get done if we depend only on the few people on the Area staff. The job belongs to all of us. And there is no group anywhere which is in a more key position than the Management-Labor Policy Committee to suggest and initiate educational procedures in the Area. Among such possibilities are

the following:

B. Arrange to Address Management Meetings

In the Area there will occur meetings and conferences of various industrial groups. There will also be meetings of Chambers of Commerce and organizations like Rotary, and various business luncheon clubs. These together provide an excellent forum. Area Directors and/or Utilization Consultants will have the necessary connections by which to find places on the programs of these meetings. As a matter of fact, the opportunity is an exceedingly valuable one. A great deal of public education regarding the entire program of the Commission would be desirable. The utilization program should never be presented in isolation, but always in relation to the overall Manpower Commission task.

The difficulty with an educational program is, of course, that its results are very difficult to measure. Is it worth the time and effort it takes? We never can know how many people did not get influenza as the result of the health campaign. All we know is that gradually the epidemic was gotten under control and that the campaign seemed to have had a good deal to do with it. Education is like that. We know it has value in spite of the fact that its consequences are not measurable with decimal points.

C. Arrange to Address Labor Groups

Assuming that the Management-Labor Policy Committee is back of the utilization program, then the way should be clear for many fruitful contacts with various Labor Groups. The consultant in fact will never have enough time to fill all the conference opportunities, but none the less, we should accept this function and make a place for it. The Executive Director recently made the remark that we are missing one of our best bets

in not keeping labor thoroughly informed about the work we are doing. We should, therefore, see to it that the consultant staff is large enough to handle the valuable contacts with Labor.

D. Participation of Local Public Press

The appearances of Area Directors or consultants before Management groups and Labor assemblies are themselves items of news. They should be in the press, and the papers are glad to print such items.

This is not unimportant. The people who attended the meetings like to read about them in the press. It somehow enhances the importance of our activities when they seem significant enough for the papers to tell about them.

The general public needs the education, too. Publicity should be part of our educational technique.

IV. Organization to Administer Policies and Actions

It is plain that at the Area level the organization requirements are very simple to state. The organization of the War Manpower Commission has already been determined and within that organization a place was made for manpower utilization.

At this level the Area Director has, as a member of his staff, one or more Bureau of Manpower Utilization Consultants. The Chief Consultant directs the works of the other consultants and at all times is directly responsible to the Area Director.

This program, as now stated, has defined the meaning and extent of utilization, the determination of need, and the manner in which need is to be supplied. In short, the program has tried to make clear what the pro-

cedures and actions are that can be completed at the Area level.

V. The Accurate Measurement of Results.

A. Measuring the Primary Indicators of Improved Utilization

It has already been mentioned with regard to the educational phase of the utilization program that results cannot be measured too precisely. But it should be quite different in regard to our specific plant procedures. We should be able to measure the results of our treatment of specific cases. As a matter of fact, in measuring the results of our efforts, we do something very similar to what we did at the outset when we took note of the primary indicators of under-utilization. We look in the same direction where we saw the red signal flags; and we ought to be able to discover something very positive.

1. We should see a smoother flow of Selective Service withdrawals. It happens that we already know positively that this result has taken place, It has been measured very definitely, as one sample illustration will show. In one of the country's largest industries, the weekly withdrawals had been scaled to one thousand per week. Yet, because of the planning in connection with the Manning Tables, that organization was able to maintain for a long period that rate of withdrawal, and at the same time hold its production schedule at a high level.

2. It should certainly be possible to discover in any given organization that had applied utilization recommendations just what the improvement is per unit of man-hours. If we do not show measurable improvement here, we have not attained one of the most important objectives of the program.

3. Lower percentages of Turnover will give us positive measures

of this factor.

4. Lower percentages of Absenteeism will give us a positive measure of the extent of improvement here.

5. Lessening of serious recruitment problems at our employment offices will be readily recognized as positive evidence of improved utilization.

CHECK LISTS

for

MANPOWER UTILIZATION SURVEYS

7-2055

SUGGESTED CHECK LIST FOR INDUSTRIAL CONSULTANTS - UTILIZATION SURVEY (1)

Name of Company_____ Address_____ Date_____
Major Products Manufactured_____
Number of Employees_____ Men_____ Women_____
Person Interviewed_____ Position_____
What situations brought about Interview?_____
How was contact made, Management Invitation?_____ or WMC approach_____
General Information:

Contractors for Army_____ Navy_____ Maritime Commission_____ Other Agency_____
Percentage of Product Classified as War Production_____
Percentage of Product Classified as indispensable for civilian use_____
Does plant have WPB Production Drive Committee?_____
Has Manning Table been prepared?_____ Yes_____ Preparing_____ Will prepare_____
What does analysis of Manning Table show?_____
Have Replacement Schedules been prepared?_____ Yes_____ No_____
Summary of Analysis of Situation After Survey (full account at end)_____

Measures taken to Solve Problems_____

Record of Follow-up_____

UTILIZATION FACTORS - CHECK LIST

Production

Present percentage of assigned schedule _____ %
Production trend, increasing ____ decreasing _____ same ____
In terms of production per man-hour of man-hours per unit of output, increasing ____ decreasing ____ same ____
Any obvious, clearly defined reason for decreased or low production, such as:

Lack of materials _____ Inadequate labor supply _____
Strikes _____ Management Changes _____
Spoilage _____ Other _____

Labor Productivity

1. Do production standards exist?
   Individual _____ Group _____ Department _____
2. Upon what are they based?
   Time studies _____ Past experience _____
   Estimate _____ If so, whose estimate _____
3. Is production scheduled?
   Daily _____ Weekly _____ For what period _____
4. Does scheduling extend to:
   Individual job _____ Part _____ Departments _____
   Shifts _____ Plant _____

Plant Conditions Rate the following:	Good	Satis-factory	Poor
Ventilation			
Layout			
Equipment			
Safety			
Lighting			
Sanitation			
Medical Facilities			
Eating Facilities			
Employer attitudes and practices			
Out-Plant Conditions Rate the following:			
Transportation			
Housing			
Recreation			
Health Facilities			
School and child care facilities			
Shopping			
Personnel Practices Rate the following:			
Personnel policies			
Personnel records			
Attitude of management toward labor			
Supervision of employees			
Attitude of labor toward management			
Employee morale			

Are exit interviews used? Yes ____ No ____

Recurring reasons for quits _____

Are post-absence interviews used? Yes ____ No ____

Selection and Assignment Practices

Are workers recruited through:

USES ____%
Central Personnel Department ____%
Foremen ____%
Unions ____%

Percentages hired through Central Personnel Department ____%
Foremen ____%

	Yes	No
Are there any evidences of labor hoarding?		
Are there any evidences of hoarding of skills?		
Are women being used fully in the plant?		
Could more be used at present with job simplification?		
Are minority groups used?		
Are handicapped workers being used?		

Training

Pre-employment _____
Apprentice _____
In-plant _____
Provision for training women _____ handicapped _____

Absenteeism

Rate last month _____
Rate previous month _____
Rate month before _____

What is the source of these figures? _____
Apparent reason for trend _____

Turnover

Rate last month _____
Rate previous month _____
Rate month before _____

What is the source of these figures? _____
Apparent reason for trend _____

Management-Labor Relations

Are unions in the plant recognized ___ not recognized? ___
If agreement has been signed, is it closed shop ___, for members only ___, open shop? ___

Attitude of Management toward the plan:
Favor ___ Indifferent ___ Oppose ___
Reason _____

Attitude of Labor toward the plan:
Favor ___ Indifferent ___ Oppose ___
Reason _____

Are there practices in the plant tending to limit productivity? Yes ___ No ___
If so: Established by unions? ___ by Management? ___
Nature _____

Wages and Hours

Are wages in the plant paid by: time rate ___ piece rate ___ hours ___
If there is an incentive plan for the plant, is it a group plan ___ or individual plan ___
Number of weekly scheduled hours for: 1st shift ___ 2nd ___ 3rd ___
Is there a policy of granting regularly scheduled paid vacations? Yes ___ No ___

Upgrading and Transfer

Job and Worker Analyses

7-2055

Analysis of Situation: (The following items are guides for the organization of your analysis. Make a careful study of your data so that you may make an accurate analysis and a judicious proposal for solution)

What were the evidences of Under-utilization?

What were the causes of Under-utilization?

A statement of the Problem to be solved.

Recommendations for a solution.

What has Management agreed to do?

WORK SHEETS

for

MANPOWER UTILIZATION SURVEYS

SURVEY WORK SHEETS

After the preliminary Utilization Survey has been made, we will have a fairly good general idea of the plant. We will have discovered by our spot check what are the probable causes producing the Production Lag or the Turnover or whatever other symptoms brought us into the plant. We will not yet know enough about these causes, unless they are unusually obvious, but rather we will know the two or three factors which need to be explored further. This is where the Work Sheets come in.

We have attached hereto sample work sheets for more detailed study of particular conditions. Any one of these work sheets, or even several may be used. In some few cases where a very complete overall Plant Analysis needs to be made because of an extremely serious condition, practically all of the Work Sheets would be used. Ordinarily, however, this would not be the case.

It is our intention to provide Work Sheets for all the major factors listed in the Preliminary Check List.

7-2055

WORK SHEET

LABOR PRODUCTIVITY

The term production standard is used to designate the amount of work that should be turned out in a given amount of time in connection with a given task. It implies that the task has been reasonably well organized as to method, and that average individuals familiar with the job can perform it in the established time with ordinary attention and effort under normal working conditions.

1. If these standards are based on time-studies, were these studies made by trained time-study men.....

2. Is timing done on operation elements.....or overall task.....

3. If group standards exist, were individual tasks balanced before standard was set.....
   If standards are based on estimate, whose estimate.....

4. Is the standard linked to a detailed description of the task sufficient to show what should be done, and how.....
   Is the task being done that way now.....
   If not, has the time required been increased....decreased....how much....%
   Approximately how long have present standards been in effect.....

The investigations and observations attendant upon covering the foregoing points should suffice to support definite conclusions as to the character of production standards.

5. Existing standards have been accurately set.....They are still valid....
   Have become obsolete.....Have been inaccurately set.....

If existing standards are generally incorrect, whatever the reason, a number of standards pertaining to representative jobs in different departments should be checked as typical examples of prevailing error. The best check is through re-study of the job by time-study man. If that is unfeasible, actual observation of elapsed time for a small amount of production may serve.

6. A check on typical existing standards shows:

Department..... Job..... High .....% Low.....%
Department..... Job..... High .....% Low.....%
Department..... Job..... High .....% Low.....%
Department..... Job..... High.....% Low.....%
Department..... Job..... High.....% Low.....%

If standards are non-existent, approximate standards should be established for a number of representative jobs in various departments, to provide yardsticks against which to compare the average current rate of production of these selected jobs. Means of setting such approximate standards will vary with circumstances, just as in the case of checks on existing standards.

7. Approximate standards have been established:

Department..... Job..... Standard.....
Department..... Job..... Standard.....
Department..... Job..... Standard.....
Department..... Job..... Standard.....
Department..... Job..... Standard.....

Production Records

The term production records is used to designate quantitative information regularly collected concerning the amount of productive work done period by period. This information may vary in detail all the way from monthly dollar sales of an entire plant down to a daily or even hourly count of individual operations performed on individual parts within individual departments.

8. Is production reported daily.....weekly.....as job or contract is finished.....
By individual operations performed by individual worker.....
By groups of workers.....By part.....By job or contract.....
By department or section.....

9. Does cumulative reported production of individual operations, groups or departments agree with cumulative totals of sub-assemblies.....final assemblies..... shipments.....

If not, what is the explanation.....
.....
.....

10. Does production per man-hour show wide fluctuations from period to period..... By operation..... By part..... By finished product..... By job or contract.....

11. Is reported production based upon checker's count.....Reported by worker..... Reported by supervisor..... Other.....

Productive Time Records

The term productive time records is used to signify regularly collected information concerning the number of productive hours spent in getting out production for a given period. This information may vary all the way from a monthly total of hours spent by all individuals within departments loosely classed as productive down to the exact hours and minutes spent by each individual worker on each detailed task.

12. Are productive hours reported daily..... weekly.....monthly..... By individual operation performed by individual worker..... By groups of workers..... By part..... By job or contract..... By department or section.....

13. Does the total productive hours reported for operations or parts within departments agree with total hours indicated by size of departmental work force..... If not, what is the explanation.....
.....

The effective productivity of labor is determined by comparison of the correct standard time for a job with the average time actually spent over a period in doing that job. Information is therefore required as to actual production, with corresponding productive hours, pertaining to the jobs for which standards have been checked or correct ones established. If production records and productive time records do not provide this information, it should be sought by analysis of such records as can be found in office or shop. If unsuccessful, arrangements should be made to secure it currently and informally for a week or so.

14. Actual productive time was as follows:

	Standard Time	Actual Time	Comparison Actual to Standard
Department.....	.....	....	.....%
Department.....	.....	....	.....%

15. Conclusion:
Labor productivity is approximately.....%

7-2055

Production

Production is constantly the coefficient of the values of work planning and work operations combined. It can reflect nothing else and fluctuates directly as the efficiency of either planning or operating is raised or lowered. The best planning, without proper operating, or visa versa, can never effect the best results. Therefore, the standards of both planning and operating must be maintained constantly at the highest possible level.

1. Are present manufacturing and/or processing methods possible of improvement?..... In what ways, generally?.....
.....

2. Is there evidence of adequate production scheduling and control in and between departments?.....

3. Are any machines idle at times owing to unbalanced production scheduling?..... How many..... How much of the total time.....

4. What average percentage of all machines are down for repairs?....%
What percentage of total production loss does this cause?.....%

5. Are any machines located under crane service which do not require it?.....

6. What percentage of machine time is lost waiting for material.....%

7. Is supervision good.....fair.....poor.....

8. What is the ratio of supervisors to workers.....

9. Are work stations undermanned.....or overmanned.....

10. Are there sufficient machine "setup" men to insure minimum loss of production time?.....

11. Is a piece rate system in use.....bonus system.....hourly rate.....

12. Are operators adequately supervised to insure constantly their use of the proper machine feeds and speeds?.....

13. Are the most effective cutting skills constantly employed?

7-2055

ABSENTEEISM

Work Sheet to be Used by Manpower Utilization Consultants in Making an Analysis of Absenteeism

To Compute Rate of Absenteeism:

Rate for period equals number of man-days lost during the period divided by the total number of man-days scheduled for the period.

It is advisable to rough check the time lost through absenteeism. Varied interpretations may come to light. Partial absenteeism (less than a full day) may be prevalent and serious.

How do total productive hours reported for entire plant for week or month compare with potential working hours represented by total number of productive workers multiplied by working hours in period?_____

Is the difference substantiated by the percentage of absenteeism found_____. If not, is partial absenteeism responsible_____or how is discrepancy reconciled?_____

Percentage Rate of Absenteeism Beginning (date) Ending (date)	Women	Men	Total
All employees - all shifts			
Production employees - all shifts			
First Shift			
Second Shift			
Third Shift			
Monday			
Tuesday			
Wednesday			
Thursday			
Friday			
Saturday			
Sunday			
(Please indicate pay-day)			

Percentages by Department	Women	Men	Total
List here the departments of the company and show the percentage of absences by department: 1. (punch press) 2. (assembly) 3. (etc.)			
Percentage by Occupation			
Three occupations in plant showing highest percentage of absences. 1. 2. 3. Three occupations in plant showing lowest percentage of absences. 1. 2. 3.			
Causes of Absences by Percentage of Total Reasons			
In-Plant Causes: Working conditions Excessive fatigue Over-staffing Poor morale Irregular flow of production Ineffective use of skills Poor supervision Others			

Causes of Absences by Percentage of Total Reasons (continued)	Women	Men	Total
Community Causes:			
Rationing problems			
Housing difficulties			
Shopping troubles			
Transportation			
Home services (laundry, etc.)			
Lack of physicians and nursing facilities			
Others			
Personal Causes:			
Illness of self or family			
Accidents to self or family			
Looking for other employment			
Household duties			
Recreation			
Childcare			
Others			

Factors to be Examined by Consultant			No
A. Company Practices:			
1. Are records accurately kept?			
2. Do records show excused and unexcused absences?			
3. Do records indicate cause of absence?			
4. Are safety appliances used?			
5. Are safety regulations rigidly enforced?			
6. Are there evidences of excessive fatigue?			
7. Are sanitary facilities sufficient?			
8. Are seats provided for workers where possible?			
9. Are lifting and carrying devices installed where possible?			
10. Is lighting adequate?			
11. Is ventilation healthful?			
12. Are food facilities satisfactory?			

Factors to be Examined by Consultant (continued)	Yes	No
B. Morale:		
1. Is worker made to realize his importance to production?		
2. Is personal contact made with him while he is absent?		
3. Is supervision adequate?		
4. Is there an excess of workers?		
5. Is production flow good?		
C. Personnel Procedures:		
1. Are workers selected for specific occupations?		
2. Are workers told in detail of kinds of work in relation to other jobs?		
3. Are the disadvantages as well as the advantages of the work explained to new employees?		
4. Are jobs broken down?		
5. Are skilled workers used at highest skill?		
6. Does personnel department have a healthy, friendly relationship with production?		
7. Does company follow up-grading policy?		
8. Are pay rates equitable?		
9. Is training program adequate?		
10. Does company utilize government training agencies?		
11. Are short rest periods scheduled?		
12. Are sufficient relief workers available?		
13. Are shifts arranged so as to distribute the burden of night work?		
14. Are new employees physically examined?		
15. Are they indoctrinated on the importance of regular attendance?		

Remedies Being Applies

(Describe in outline form the things that are being done by the company to combat absenteeism)

Work Sheet to be Used by Manpower Utilization Consultants in Making an Analysis of Turnover

To Compute Rate of Turnover:

Rate equals numbers of separations within a plant or a department divided by the average working force within the plant or department.

The average work force for the period is determined by adding the number of employees at the beginning of the period to the number of employees at the conclusion of the period and dividing by 2.

Percentage Rate of Turnover	Women	Men	Total
All employees - all shifts			
Production employees - all shifts			
First shift			
Second shift			
Third shift			
Percentages by Department			
Where possible turnover percentages should be broken down by department. List below the department of the company and show the turnover percentages for men, women, and total.			
1.			
2.			
3.			
etc.			
Percentages by Occupation			
Turnover percentages should be isolated by occupations, at least for sampling and to the extent of showing a comparison between the extremes.			
Three highest occupations:			
1.			
2.			
3.			

Percentage by Occupation (continued)	Women	Men	Total
Three lowest occupations: 1. 2. 3.			
Causes of Turnover as Determined by Quit Interviews			
Total (percentage)	100.0	100.0	100.0
In-plant problems			
Wages			
Not suited to work			
Supervision			
Shift			
Working conditions			
No advancement			
Injuries			
Others			
Community problems			
Transportation			
Housing difficulties			
Dislike climate			
Dislike locality			
others			
Personal Problems			
Illness (self)			
Illness in family			
Marriage			
Domestic			
Family moving			
Seeking work nearer home			
Returning home			
Visiting husband in service			
Needed at home			
Returning to school			
Others			
To take other employment			

Factor to be Examined by Consultant	Yes	No
A. Company Practices		
1. Are records accurately kept?		
2. Do records indicate cause of quit?		
3. Do records indicate length of employment?		
4. Are safety appliances used?		
5. Are safety regulations rigidly enforced?		
6. Are there evidences of excess fatigue?		
7. Are sanitary facilities sufficient?		
8. Are seats provided for workers where possible?		
9. Are lifting and carrying devices installed where possible?		
10. Is lighting adequate?		
11. Is ventilation healthful?		
12. Are food facilities satisfactory.		
B. Morale:		
1. Is worker made to realize his importance to production?		
2. Is personal contact made with him while he is absent?		
3. Is supervision adequate?		
4. Is there an excess of workers?		
5. Is production flow good?		
C. Personnel Procedures:		
1. Are workers selected for specific occupations?		
2. Are workers told in detail of kinds of work in relation to other jobs?		
3. Are the disadvantages as well as the advantages of the job explained to new employees?		
4. Are jobs broken down?		
5. Are skilled workers used at highest skill?		
6. Does personnel department have a healthy friendly relationship with production?		
7. Does company follow up-grading policy?		
8. Are pay rates equitable?		
9. Is training program adequate?		
10. Does company utilize government training agencies?		
11. Are short rest periods scheduled?		
12. Are sufficient relief workers available?		
13. Are shifts arranged so as to distribute the burden of night work?		
14. Are new employees physically examined?		
15. Are they indoctrinated on the importance of regular attendance?		

7-2055

Labor Organizations	Yes	No
1. Are workers organized?		
2. Does company have a union contract?		
3. Is the company operating under a "closed-shop" contract?		
4. Does union do the hiring?		
5. Is there a Management-Labor Committee?		
6. Are there other worker organization in the plant?		
7. Is the relationship between management and worker representatives healthy?		
8. Are grievances handled promptly?		
9. Is there ample machinery for handling grievances?		
10. Does the company have an effectively working "suggestion" system?		

TRAINING AND UPGRADING

Training

The need for workers is essentially a need for skills. There are a few jobs in which there is absolutely no skill. When, from a plant standpoint, these skills are unavailable, the answer is the development of the needed skills, which is training.

What are the principal occupations in which workers are required and what is the number required in each?

_____ ___ _____ ___

_____ ___ _____ ___

_____ ___ _____ ___

What subjects are required to be taught to train workers for these occupations?

_____ ___ _____ ___

_____ ___ _____ ___

_____ ___ _____ ___

For each subject, indicate the facilities available for training and the capacity (in trainees) of each.

Subject_____: Space_____

Equipment_____ Instructors_____

Subject_____: Space_____

Equipment_____ Instructors_____

Subject_____: Space_____

Equipment_____ Instructors_____

Subject_____: Space_____

Equipment_____ Instructors_____

Subject_____: Space_____

Equipment_____ Instructors_____

In addition to training workers to be inducted or upgrading into jobs in which workers are required, what training courses are needed to improve worker performance in the jobs in which they are presently employed?

_____ _____

_____ _____

What training is being offered to maintain or improve the quality of the supervision of the workers while on the job?

_____ _____

_____ _____

What occupations should be studied for job breakdown possibilities which would simplify training?

_____ _____

_____ _____

What measures are required to make more effective the present training activities of the plant?

_____

_____

_____

_____ _____

Upgrading

The need for workers in occupations for which the training time is long can be met successfully by upgrading workers from the next lower levels of skill. The positions thus vacated can likewise be filled by upgrading. This practice can finally result, if properly conducted, in the ability of a plant to absorb all new workers at the lowest level of skill.

What are the principal occupations in which workers are required and what is the number required in each?

_____ ___ _____ ___

_____ ___ _____ ___

_____ ___ _____ ___

From what occupations in the plant could workers be drawn to fill these positions?

_____ _____

_____ _____

_____ _____

_____ _____

Check the obstacles which are impeding the upgrading of workers to the positions in which vacancies exist or will exist.

Occupation	No related occupation from which workers can be drawn	Lack of replacements for upgraded workers	Workers not qualified for promotion	Too few workers in lower occupations	Wage differential not sufficient incentive	Better working conditions in lower jobs	Union restrictions

Upgrading (cont.)

What measures are required to facilitate the upgrading of workers? (Indicate by checking.)

Better information on worker skills _____

Improved delineation of upgrading lines _____

Better publicity to promotional opportunities _____

Training _____

Periodic worker ratings _____

Other (specify)

_____

_____

_____

ASSIGNMENTS OF MANPOWER UTILIZATION CONSULTANTS -- THEIR RESPONSIBILITIES AND DUTIES

7-2055

SELECTION AND ASSIGNMENT PRACTICES

The abilities of workers vary along a wide range; the requirements of jobs are likewise widely different. The best insurance against getting a square-peg worker in a round-hole job is as complete as possible information on the abilities of workers and on the requirements of jobs.

	Amount of Information Obtained		
	None	Adequate	Excessive detail
Applicant Information			
Census data (name, age, social security number, etc.)			
General education			
Training courses taken			
Machines operated			
Tools used			
Materials worked on			
Specific operations performed			
Work direction received (blueprints, operations sheets, work laid out, etc.)			
Tolerances worked to			
Responsibility assumed			
Physical qualifications			
Licenses possessed			
Preferences (type of work, shift, location, etc.)			

	Amount of Information Available		
	None	Adequate	Excessive detail
Job Information			
Machines operated			
Tools used			
Materials worked on			
Specific operations perfomed			
Responsibility			
Tolerances			
Work direction (blueprints, operations sheets, lay outs, etc.)			
Minimum requirements			
Education and training			
Experience			
Physical demands			
Licenses			

7-2055

Is job information based upon job analysis?_____ If not, upon what is it based?_____ What percent of jobs have been analysed?_____ What percent of employees are employed in jobs which have been analysed?_____

What percent of assignments are unsuccessful, i.e., result in discharge or transfer withing 30 days?_____

What is the weekly load of applicants per placement officer?_____

EMPLOYMENT OF RESERVE WORKERS
(WOMEN, HANDICAPPED, AND MINORITY GROUPS)

Many plants with recruitment problems have found the solution in the employment of women, handicapped, and minority group workers. These workers, in normal times, are not actively in the labor market, either by choice or by reason of limited opportunities. Although there may be special problems attendant to their employment, they are not marginal workers. Under proper circumstances, these workers are as successful as any others.

What are the principal occupations in which workers are required, and what is the number required in each?

_____ ____ _____ ____

_____ _____ ____ _____ ____

_____ ____ _____ ____

Indicate what per cent of workers in each of the above occupations presently are women, handicapped, and minority group workers. If, in any category, no workers are presently employed, evaluate the suitability of the occupation for each type of reserve worker, and enter "S" to indicate suitability and "NS" to indicate non-suitability.

Occupation	% of women to total in the occupation	% of handicapped to total in the occupation	% of minority workers to total in the occupation

EMPLOYMENT OR RESERVE WORKERS (cont.)

For each "NS" entry, explain specifically what impediments exists.

_____

_____

_____

_____

_____

What occupations should be studied for job breakdown possibilities which might permit the employment of women and/or handicapped workers?

_____ _____

_____ _____

Does any legislation impede the employment of women and/or handicapped workers? If so, describe.

_____

_____

_____

_____

_____

What per cent of the local population are in minority groups?_____

What per cent of the plant labor force are in minority groups?_____

What are the possibilities for the use of part-time workers?_____

_____

_____

_____

Plant Layout

In the grouping of operations in a plant where a number of buildings are involved, it is the usual practice to separate distinct overall operations rather than to spread operations of the same character through various buildings. For example, foundry work, forge shops, or sheet metal shops can well be set up in separate buildings to minimize splitting machine shops or assembly departments.

1. How many buildings comprise this plant.....

2. Have the different major plant operations been confined to specific buildings so far as possible.....Explain.....
.....

3. Is there effective means of transporting material from one building to another.....

4. Are the purchased products and raw materials at points where storage is adequate and requires no unreasonable degree of handling.....
Explain.....
.....

5. Are the receiving and storage points located conveniently to the first station of work on the materials.....Explain.....
.....

6. Are the various departments located to provide a straight flow of material from each operation to the next.....Explain.....
.....

7. Has the type of operation, the time required, and the amount of sub-storage required, been given adequate consideration in the space allocated to each department.....Explain.....
.....

8. Aside from adequacy of space, is the machinery and equipment located to best advantage in each department to provide ease of material handling, and accessibility to machines and equipment.....
Explain.....

9. Are aisles floor marked and kept clear of obstructions?.....

10. If plant is on more than one floor, are the number of movements fromoone floor to another excessive.....Explain.....
.....

11. Where the plant layout is not consistent with the requirements for efficient operation, would the cost of its proper rearrangement be justified by the benefits to be derived therefrom?..... Comments:.....
.....

Tool and supply rooms should be located strategically so as to minimize the time spent by workers in getting and returning tools and supplies.

12. Do the tool and supply rooms appear to be located effectively.....

13. If not, can improvements be made under existing conditions..... How....
.....

14. Is the tool room properly and adequately set up?.....Is there any congestion or delayed service at the tool room?.... Are cutting tools sharpened in the tool room.....or sharpened by the individual user.....

15. Are provisions for tool repair and maintenance a part of, or reasonably adjacent to the tool supply rooms.....

16. If necessary, could this be improved under existing conditions.....

17. Are machine accessories, such as chucks, face plates, etc., kept at the machine or in the tool room.....

Repair, Maintenance and Replacement

Under this heading, we treat three important functions: keeping the machinery and equipment in proper repair; maintaining it by proper care through oiling and greasing, cleaning out of cutting oil supply lines and basins, adjusting and anchoring to insure quality performance; replacihg machinery and equipment when it is beyond repair, or when needed repairs are so frequent as to make costs and lost time excessive.

18. Is there a special staff responsible for Repair, Maintenance and Replacement.....

19. If not, how is it handled.....
.....

20. Does the present system appear adequate.....

21. Explain.....
.....

To support well chosen machinery and equipment, the tooling of a plant is of vital importance. By tooling, we mean the jigs, fixtures, templates, mandrels, and all the category of small special and regular tools. Properly chosen, these items tend to increase output and insure accuracy.

7-2055

PLANT EQUIPMENT

It is impossible to describe briefly all the factors that are usually considered in the selection of machinery and equipment. Usually the most modern and efficient machinery and equipment for the specific jobs are purchased within a cost limitation determined by Management upon various factors. Without getting into these complex factors, we should determine the general adequacy of the machinery and equipment.

1. Do the machines appear to be logical for the type of work produced.....

2. If exceptions, explain.....
.....

3. Does the equipment for bench work and hand assembly appear adequate.....

4. If exceptions, explain.....
.....

The use of well chosen machinery and production equipment can be impaired by inadequate material handling equipment and methods. There is a wide variety of material handling devices, including very large and costly cranes for heavy work down to a simple gravity chute from one floor to another. Material handling equipment not only serves to move material or finished products from one place to another, but it is used to assist in placing work in machines, and as an aid in assembly processes.

5. Does the handling equipment now in the plant appear to be well chosen....

6. If not, explain.....
.....

7. Is such equipment lacking in variety for the tasks necessary.....
Explain.....

8. Is manual labor employed where mechanical aids should be used, such as hoists, tractors, etc.?.....

9. What are used to transfer semi-finished work from place to place, dollies .....trucks.....elevator trucks and pallets...best conveyors...other..

10. Are such transfers made regularly and without congestion or delay of work at any point.....

11. What additional equipment would be warranted.....why.....

Inspection of Work and Materials

The amount of reworked material and scrap due to work spoilage should be controlled and reduced to a minimum. Such spoilage has several effects: All of the labor costs up to the time of spoilage are lost, there is heavy loss of material, the entire flow of production is interrupted at point where spoilage takes place.

1. Are records kept to show defective work causing scrap....reworks.....

2. If no records are kept, are estimates made at regular periods...by whom....

3. Is there evidence of excessive scrap through work spoilage.....
Explain.....

4. Is there evidence of excessive reworks through work spoilage.....
Explain.....

5. What percentage of spoiled work is due to defective stock...% faulty workmanship.....%

6. Are there critical operations which result in more spoiled work than other operations.....

7. If so, what percentage of spoiled work is caused by these critical operation .....%

8. Is final acceptance inspection made in the plant or on delivery to the purchaser.....

9. If the latter, what is the percentage of final rejects....% Is this percentage decreasing.....

In reviewing the inspection program, determine if work spoilages are detected at the earliest possible stage of production. This practice eliminates continued work on a defective part.

10. Are purchased parts and materials inspected; when received....elsewhere....

11. Are plant produced parts inspected at regularly designated stages.....

12. Is a set percentage quantity of each part inspected....

13. If not, is inspection made at random?..... Who determines?.....

14. Is inspection concurrent with completed operations or made when work is finally completed?.....

When inspection departments exist as such, there is in industry no standard proportion of inspection employees to total employees. Plant conditions, nature of product and materials, and other factors, cause wide variation in inspection requirements. Some planned and controlled inspection is essential, however, to insure maintenance of quality, and a minimum of spoilage.

15. Is there an inspection department.....

16. Are all inspection operations under this department.....

17. If not, are inspection employees a part of various departments .....

18. If no inspection department, where is responsibility placed for quality control.....

Inspection equipment must be of the right type and quantity without which the inspection employees are limited in their effectiveness.

19. Are there special provisions for the storage of inspection gangs, templates and devices.....

20. Is such equipment approved by the engineering department.....

21. By any other department, which.....

22. How regularly are inspection devices checked for accuracy....by whom....

CONCLUSION:

23. Does there appear to be adequate inspection provisions.....

24. If not, what do you consider greatest weaknesses.....

.....

.....

25. What changes or improvements do you recommend.....

.....

.....

ORGANIZATION

Work Sheet

The organization chart of a plant shows all the key positions in their respective levels and the flow of responsibility from the top down. A chart should be secured or prepared at an early stage in making a plant survey. From the chart and other sources, we should know:

1. How many supervisors does each key man have reporting to him; give titles:.....
.....

2. In the worker groups, what is the maximum, minimum, and average number of employees reporting to one supervisor?.....
.....

3. Are responsibilities clearly defined and understood by the supervisors in each level?.....

4. If not, explain.....
.....

5. Are there plant orders or directives that define the scope of each supervisory job?.....

6. Do the supervisors appear to have a clear understanding of their responsibilities?.....

7. If not, is there confusion because the same responsibilities have been given to more than one supervisor..... Examples.....
.....

To support delegated responsibilities, there must be clearly recognized power of authority at each respective level.

8. Do the supervisors make final decisions and issue instructions within the scope of their authority?.....

9. If not, are their decisions and instructions usually passed up to their superiors for action..... Explain.....
.....

10. When decisions are made and instructions issued, do they clear down through organization channels?.....

The plant organization should allow for and encourage the receipt of constructive suggestions from workers and supervisors. Further, when suggestions are received, they should be reviewed and analyzed and acted upon whether accepted or rejected.

11. Is there an organized suggestion system in the plant.....

12. If so, is it under the full direction of an office of the War Production Drive Committee ..... Other.... What..... .....

13. If no organized system, are suggestions generally encouraged..... Evidence.....
.....

14. Are suggestions, once received, handled expeditiously ..... Evidence.....

Conclusion:

15. Does the organization appear to be sound.....

16. What inadequacies appear to warrant adjustment or correction.....
.....
.....

Recommendations:

17. Outline briefly in order of importance, improvements and changes that should be made.....

7-2055 ASSIGNMENT OF MANPOWER UTILIZATION CONSULTANTS,

THEIR RESPONSIBILITIES AND DUTIES

Manpower Utilization Consultants may be attached to:

The Bureau of Manpower Utilization at the Washington office;
The office of the Regional War Manpower Commission;
The office of the State War Manpower Commission;
The office of the Area War Manpower Commission.

I. Chief State Manpower Consultant. The Chief State Manpower Consultant holds an important post in the Utilization Program. Administratively he is responsible to the State Director of the War Manpower Commission. Functionally he reports to the Chief Regional Manpower Consultant. His duties are primarily in the field and cover a wide range of activities:

1. In those states where the state is also the area, his responsibilities are the same as those of the Area Consultant.

2. In those states having two or more areas, he assists the State Director and the Chief Regional Manpower Utilization Consultant in the development of utilization programs for the state.

3. He is responsible for all occupational analyses and Manning Table functions in the state office.

4. He assists in the selection and training of Consultants within the state.

5. He directs the assignment of utilization personnel attached to the state office to specific jobs.

6. He helps initiate plant studies.

7. Whenever possible he participates with the Area Director and Area Utilization Consultant in the preliminary interview with management concerning utilization problems.

8. He receives a copy and reviews all reports from all Area Consultants within the state.

II. Area Manpower Utilization Consultant. At least one Utilization Consultant should be assigned permanently to each important industrial area. Where it is not possible to make a permanent assignment of a

Consultant to the area or where one or more visiting Consultants are added temporarily to the area organization, the visitors in all instances are administratively responsible to the Area Director in whose area they are working.

After a Consultant is assigned to an area his relationship to the Chief State Utilization Consultant and the Chief Regional Utilization Consultant becomes functional. His day to day instructions are received from, and his direct reports are made to the War Manpower Area Director.

His duties include:

1. The analysis of the utilization of manpower in the plants of the area designated by the Area Director.

2. The preparation of recommendations in writing to the Area Director as to ways and means of improving manpower utilization.

3. Reporting to the Area Director the progress made on agreed to Utilization Programs.

4. Determining and reporting if an employer is meeting the requirements for employment clearance.

5. Directing the operation of the Manning Tables and Occupational Analysis work in the Area office.

III. Chief Regional Manpower Utilization Consultant. The Regional Headquarters office may have on its staff Industrial Consultants who are specialists in particular fields of industrial engineering. The services of these men are available wherever they are needed for independent assignments or for work with other Consultants or Analysts.

If the Chief Regional Manpower Utilization Consultant finds that a utilization problem requires the services of specifically qualified Consultants, he may assign additional personnel from the Regional Office or he may borrow from another state or he may request the Regional Director to call upon the National Headquarters for personnel reenforcements.

On such assignments the assigned Consultant shall perform his duties under the supervision and direction of the Area Director having jurisdiction of the area to which he is assigned. He shall report the results of his work to the Area Director, sending copies of his report to the Chief State Manpower Utilization Consultant of the state in which the work is performed and to the Chief Regional Manpower Consultant.

Other specific duties of the Chief Regional Manpower Utilization Consultant are:

1. To assist the Regional Director in the development of Utilization Programs for the Region.

2. To review and interpret the regulations and recommendations received from the Washington office touching upon utilization matters.

3. To participate as largely as possible with the Regional Director, the State Director, the Area Directors and the Chief State Manpower Utilization Consultant in preliminary interviews with management concerning utilization problems.

4. To assist in the selection and training of Utilization Consultants at the Regional and State levels.

IV. National Manpower Utilization Consultants. The Washington office of the Bureau of Manpower Utilization has on its staff a number of Industrial Consultants who are specialists in a particular field of activity or who, because of their professional standing as industrial engineers, are qualified to lend assistance to the field when reenforcements are needed. Assignment of these men may be made by the Chief of the Division of Industrial Consultation or by the Assistant Director of the Bureau of Manpower Utilization upon request of a Regional Manpower Director.

During the assignment of the National Headquarter Consultant to the field he is administratively responsible to the War Manpower Area Director within whose area he is working and functionally responsible to the Chief State Consultant, the Chief Regional Consultant, and the Washington office.

V. WOC Consultants. It is part of the organizational plan of the Bureau of Manpower Utilization that the services of the regular full-time paid Consultants at national, regional, state, and area levels shall be reenforced whenever necessary by the use of successful men from industry and the professions. Many of these men have already consented to give their time when needed without compensation.

The invitation to serve as a Consultant without compensation should come from the Washington office, but field men at all levels are urged to be alert with regard to qualified persons in business or in the professions whom they would like to recommend through proper channels as Consultants.

The name of any such person should be passed on until it reaches the Washington level where a fitting explanation and invitation is extended.

After a WOC Consultant has been added to the utilization staff, the regular employees of the Bureau should make it a point to take advantage of his services. Invitations for the participation of these specialists may originate at any level. Contact with the Consultant, however, should be left to the Area WMC Director, the Regional WMC Director, or the Washington office.

VI. WOC Plants. Certain plants are superior in their total or partial manpower use. These plants should be singled out and reported to the area, state, regional and national offices. Consultants should be quick to observe and comment upon this excellence. The consent of management should be obtained for the use of their operations or examples. Arrangements should be made for representatives from other companies to visit these plants for observation purposes.

VII. Relationship with Occupational Analysts. The Chief Regional Occupational Analyst will be responsible to the Chief Regional Manpower Utilization Consultant. In the absence of the Chief Regional Consultant the Chief Regional Occupational Analyst will serve as acting Chief Regional Consultant.

The Chief State Occupational Analyst will be responsible to the Chief State Manpower Utilization Consultant. In the absence of the Chief State Utilization Consultant the Chief Occupational Analyst will serve as Acting Chief State Manpower Utilization Consultant.

The Area Occupational Analyst is administratively responsible to the Area Manpower Director but when assigned to a specific utilization job with a Utilization Consultant, the Area Occupational Analyst is responsible to the Utilization Consultant and jointly they are responsible to the Area Manpower Director.

The Chief Regional Occupational Analyst has the functional responsibility for directing the activities of the Regional Occupational Analysts, and the Chief State Occupational Analyst has the functional responsibility for the activities of the State Occupational Analysts.

VIII. Relationship with Other Government Agencies.

1. Services of War Manpower Commission. The Industrial Consultant should not obligate any of the WMC services such as those available through the Bureau of Placement or the Bureau of Training. The Consultant

can recommend any of these services to any employer but the actual contact for introducing these services should be made by the Area WMC Director or an appropriate representative of the service involved.

2. Other Agencies. The relationship of the Industrial Consultant to other government agencies should be similar, though perhaps less intimate than his relationship with the coordinating services of WMC. The Consultant should be as familiar as possible with all branches of government activity relating to in-plant and community phases of utilization. His position, however, should be that of a referral agent and in no instance should he undertake to explain the detail functioning of the agency or to commit it to any specific responsibility.

MANPOWER UTILIZATION REPORTS

MANPOWER UTILIZATION REPORTS

It is desirable that each Utilization Consultant should render two types of reports: Daily and completed assignment reports.

Daily Reports: The daily reports may be of two kinds:

Check List.

(1) When the contact with the employer is a formal one the most helpful report is the use of a standard check-list. Regular forms for this report are provided. Under no circumstances should the check-list report be compiled in the presence of management, nor while the consultant is on the premises of the employer. Much of the information called for on a check-list can be obtained from the Area Manpower Office. The other sections of the check-list should be memorized by the consultant and the information obtained during the interview should be filled in by the consultant after he has left the office of the employer

If it is necessary to reenforce his memory by taking notes, this should be done on a small, plain piece of paper to avoid any impression of formalized procedure.

(2) The other type of daily report can be exceedingly informal. It does not even require a report blank, but should be merely a running account of the more important activities of the day for the purpose of keeping the Area Director, the Chief State Consultant, and the Chief Regional Consultant informed.

Completed Activity Reports: Completed activity reports may be of three kinds:

(1) Complete Utilization Analysis. This is the most elaborate report submitted by the consultant. It consists of a brief statement of objectives, the major utilization difficulties, the supporting evidence of the difficulties reported, specific recommendations for correction, and work sheets as supporting data.

When a survey of this type is compiled, it should be followed through with a meeting of the appropriate representatives of the War Manpower Commission, with the employer, labor representatives, and other interested parties for complete review and agreement upon the action to be taken.

It should be agreed at this meeting that a check-up will be made later by a representative of the War Manpower Commission to review accomplishments.

(2) Special Reports. Not all completed actions of the consultant will involve a complete utilization analysis. Frequently the assignment will be of a less elaborate nature such as: spot-checks, a Manning Table, or some other special service. These special assignments when completed should be appropriately reported.

Reports of all kinds should be made in triplicate. One copy should go to the Area War Manpower Director, one copy to the Chief State Utilization Consultant, and one copy to the Chief Regional Utilization Consultant.

(3) Case History Reports. It is desirable to accumulate as many integrated case histories as possible. A case history should follow a certain pattern in order to facilitate summaries and comparisons. These reports should include:

a. A brief description of the company.
b. An analysis of the difficulties observed.
c. A list of the recommendations submitted.
d. The results obtained.

Report blanks should be supplied to the consultants for case histories.

SAMPLE

MANPOWER UTILIZATION SURVEY

7-2055

MANPOWER UTILIZATION SURVEY

_____Corporation

(Location of Plant)

The following material is copied verbatim from a survey made by one of our regional offices with the name of the company and identifying references deleted.

This document contains information affecting national defense of the United States within the meaning of the Espionage Act, 50 U.S.C., 31 and 32. Its transmission or the revelation of its contents in any manner to unauthorized persons is prohibited by law.

COPY NO. _____

July 1943

CONFIDENTIAL

WAR MANPOWER COMMISSION

REGION ___

DIVISION OF MANPOWER UTILIZATION

7-2055

Table of Contents

Section		Page
I	STATEMENT OF BASIC CONDITIONS	1
II	BRIEF STATEMENT OF CAUSES FOR EXISTING CONDITIONS	
	1. Lack of Production Standards	3
	2. Lost Productive Time Because of Poor Coordination	5
	3. Work Attitude	6
	4. Poor Arrangement of Shop Facilities	7
	5. Lack of Action by Top Management on Suggestions	7
	6. Failure to Balance Shifts	8
	7. Absenteeism	9
	8. Recruitment vs. Plant Situation	10
	9. Poor Utilization of the Available Labor Market	11
	10. Ineffective Supervision	13
III	RECOMMENDATIONS	
IV	EXPANDED STATEMENT AND SUPPORTING EVIDENCE	
	1. Work Attitude	14
	2. Manpower Loss	17
	a. Absenteeism	
	b. Turnover	
	3. Recruitment and Selection	20
	4. Poor Utilization of the Available Labor Market	22
	a. Failure to Utilize Available Labor	
	b. In-Plant Utilization	
	c. Related Problems	
V	APPENDIX	

7-2055

I

The Survey of the utilization of manpower in the (_____location) of the plant of this company indicated that there are three major manpower situations which are affecting the production situation. These conditions are:

1. Manpower within this organization is being utilized to only one third of its capacity when on the job.

2. A reported absenteeism of between 6 and 7% is augmented by an undetected additional loss of 2 or 3% in partial absenteeism.

3. The impending loss of approximately 18% of the working force in the next six months is approaching with no concrete provisions for meeting the problem.

These three basic conditions have been examined by the War Manpower Commission Division of Manpower Utilization and the reasons for their presence analyzed. In the opinion of the WMC, as aubstantiated by facts contained in this report, it can be stated that the reasons for the present situation are:

1. Complete lack of objective individual production standards and records.

2. Considerable lost productive time because of poor coordination of materials, tools and parts with production schedules of various departments.

3. A deplorable work attitude on the part of a great majority of employees.

4. Evidence of a poor arrangement of shop facilities even within the limited facilities of the present buildings.

5. Lack of action taken by top management on suggestion made by persons at lower supervisory levels.

6. A failure to utilize high skills presently within the organization by the proper balance of day and nigh shifts.

7. Failure to recognize the soriousness of absenteeism in its various forms.

8. Lack of relationship between the placing of recruitment orders and the actual plant situation.

9. Poor utilization of the available labor market as evidenced by the fact that only 9% of the productive force consists of women and further evidenced by the very low ratio of Negroes, handicapped individuals, and aliens within the plant.

10. Supervision is ineffective due to lack of control over and direct contact with individual workers.

The following section gives in brief form data which will substantiate the conclusion reached above. In the final section of the report, detailed information, tables and charts serve as further evidence concerning the low utilization of manpower in this organization.

II

1. Lack of Production Standards

It is presumed that the primary purpose of the bi-monthly Shop Progress Reports prepared by the Schedules and Statistics Division is to supply the plant operating staff with information concerning progress in each department, making it possible to compare actual performance against a standard and take whatever remedial action may be necessary to bring about more effective results.

Reported Data Unreliable: Examination of these reports, covering a period of several months, clearly indicates that they are of little value as a means of controlling manpower utilization, since they do not accurately reflect true conditions and do not reveal the causes for wide variations between actual and standard performance for any given period. Furthermore, even if these reports did accurately reflect true conditions and did contain information helpful in eliminating causes for poor performance, they are not made available to the operating staff until about five weeks after the close of the period to which they apply and so would still be of doubtful value for the purpose intended.

The information contained in these Shop Progress Reports for the periods prior to March 20, 1943 was admitted by the head of the Schedule and Statistics Division to be entirely erroneous. Nevertheless, the cumulative totals for production, budgeted man-hours and actual man-hours as of March 20, 1943 have been carried over into the subsequent periods. In view of the above, the following comments have to do only with reports governing the 10 week period March 20, to May 29, inclusive.

Examination of reports for this 10 week period shows that while actual man-hours charged to the production of all _____ in _____ (city) was 168% of the budgeted hours for the plant as a whole, this figure varied from 96% in the _____ Department to 317% in the _____ and _____ Department. Relationship between budgeted and actual hours within the same department fluctuates widely from period to period for reasons not satisfactorily explained by those responsible for preparation of this data, For example, actual man-hours charged to JOB - _____ in the _____ Department were 99% of the budgeted hours for the period ending April 3, and 301% for the period ending May 15. For the entire 10 week period, actual hours for this JOB- ____ were 185% of budgeted hours, while actual hours for JOB-___, similar to the JOB-_____ as far as the _____ Department is concerned, were only 55% of the budgeted hours. Instances occur where several thousand man-hours are charged against a job over several periods with no corresponding production reported. Such variations are commonly encountered and indicate either a faulty time and production reporting procedure or operating conditions completely out of control.

7-2055

The present time and production reporting procedure throughout the entire plant fails to furnish detailed information as to performance of individual workers or groups and provides neither a means for determining the causes of variations between actual and budgeted hours, nor any basis for taking remedial action.

Productivity Low: For the 10 week period, March 20 to May 29, inclusive, the actual productive time charged to the production of all _____ in _____(city) averaged 20,738 man-hours per ___, as compared with a budget of 12,344 per ___.

If it may be assumed that the budgeted hours have been accurately determined and truly represent the time that should be required, and that actual man-hours and production have been properly recorded, then the man-hours actually expended were 68% in excess of requirements. (See Appendix, pp. 3-17.)

However, there is good reason to believe that the budgeted hours themselves, as now established, do not accurately reflect the true man-hour requirements.

The _____ Department appeared to be looked upon by members of the _____ organization as one of the best operating units. This Department has a total budget of 1000 man-hours per _____which in turn is broken down into four sub-assemblies. To list the validity of the budgeted hours a detailed analysis was made of the work performed on one of these four sub-assemblies which has a budget of 287 man-hours. This sub-assembly easily permitted such an analysis and was typical of jobs performed in the department.

With the aid of several company time study analysts who formerly worked in the department, all operations performed in the _____Department on this JOB-___ were listed, and an estimated time for each operation established from the best information and knowledge available. (See Appendix, pp. 18-29.) The total of these estimated times amounted to 134 man-hours or slightly less than half the present budget of 287 man-hours. Assuming that the budgets for the other three sub-assemblies in this department are inflated to the same extent, this means that a proper budget for the department would be about 500 man-hours, instead of the present 1000 man-hours. On this basis, the actual man-hours consumed during the period under discussion were double the number required.

Going one step further, if budgeted hours for the other departments of the plant are inflated to the same extent as those for the _____ Department, it follows that the total budgeted hours per _____ should be about 6000 to 7000 man-hours, instead of 12,344. If this is true, then the 20,738 man-hours per___now actually expended represent approximately three times the 7000 hours that should be necessary. In other words, under existing conditions, plant manpower is attaining an effective productivity only one-third of normal.

This conclusion concerning relative utilization is confirmed by conditions observed throughout the plant involving poor organization of effort, low rate of effort, and waiting time.

2. Lost Productive Time Because of Poor Coordination

Much evidence has been gathered in the production departments which indicates that there is considerable loss of productive time of employees because of the poor coordination of material, tools and parts, which production schedules of various departments. For example:

a. Because of poor tooling, the _____ Department has been overloaded with men in order to get out some work.

b. Lack of parts, tools, (hand power) in the _____ Department is seriously retarding production.

c. Lack of tooling is affecting the _____ Shop.

d. Severe shortage of parts and riveting machines is curtailing production in the _____ Department.

e. The _____ Department is not being used to full machine and tool capacity.

f. There is a serious lack of tooling and hand power tools in the _____ Department.

3. Work Attitude

A deplorable work attitude on the part of a great majority of employees is indicated by the extent of absenteeism and the lackadaisical work habits when present in the shop. Absenteeism of one or more complete days averages between 6 and 7% with additional losses in partial absenteeism. Further discussion of this problem occurs under a later section.

In addition to the large amount of time lost through absence, the representatives of the War Manpower Commission found ample evidence of misutilization of the time actually spent in the plant. A tour of the Production Departments made during the morning showed an unusual number of employees giving no attention to their work. Many were strolling back and forth with no indication at all of work activity. On many sub-assemblies some of the people were working and others were looking on. On relatively simple operations, such as punching out light metal stampings, work was proceeding at a pace usually associated with fine precision work.

Although workers are allowed to stop for refreshment around 10 a.m. and 2 p.m., this stoppage seemed apparent throughout the morning. The canteens were crowded and trays of drinks were being carried to the benches and machines in practically every department visited. Workers turned around to stare at the visitors. Many chatting groups of from 4 to 6 persons continued their conversation; others dispersed unhurriedly at our approach; still others, near machines or assemblies, remained where they were, but some workers turned back to their work. In one department, we observed a worker from the floor walking over to another, who in the middle of a group, was leaning against the assembly and indicating our approach. The worker, so notified, looked around at us and started to work.

Time-study men were going through at the same time, apparently receiving about the same reaction.

In four departments, varying in size from 40 to 300 employees, it was determined that there was serious time wastage on the part of 15 to 50% of the staff.

In none of the departments observed was there evidence of an attempt at supervision.

4. Poor Arrangement of Shop Facilities

While it is realized that the buildings now being used are inadequate for the assembly of _____, there are many changes which could be affected within the present facilities to promote greater efficiency and utilization of manpower. Examples of such poor space utilization as found during plant inspection are listed below:

There is a shortage of bench and floor space in the _____ Department due to (1) insufficient area; (2) the storage of ___ sub-assemblies on the floor, and on and under work benches. These sub-assemblies are awaiting final riveting. More than 450 workers in day shift ____ are using bench space suitable to not over 350-60 men. This is serious overmanning and crowding.

Replacement and rework parts occupy most of the bench and floor space of storage of completed _____ assemblies, seriously curtails production by overcrowding.

The_____Department of the _____ Assembly is overcrowded because of insufficient bench room.

5. Lack of Action by Top Management on Suggestions

On May 22, 1943, a special report, "The Investigation of all Production Shops to Meet Issue ____ of the Delivery Schedule of Production--_____" was prepared by the Time Study Department and copies sent to top management.

A study of the recommendations contained within this report and the conditions now existing the _____ (city) plant, discloses that most of the contributing production-slowdown factors are still evident, namely:

a. Existence of severe shortages (parts, both company made and bought)

b. Improper placing of manpower

c. Inadequate lighting

d. Improper floor layout

e. Lack of tooling, and power tools

In so far as the suggestions and recommendations in the report deal with fundamental improvements to production flow rate, and the related raising of manpower efficiency, this report concurs with such recommendations and refers management again to those parts of May 22 Special Report. (See Appendix).

6. Failure to Balance Shifts

There is an unbalanced condition evident between day and night shifts, notably in the balance of skills necessary to insure even production results.

This condition was analyzed in the _____Department. 454 people were reported to be employed on the day shift, and 93 on the night shift.

A survey of bench space available in this department indicates that probably about 350 people could be employed to advantage per shift. Thus it will be seen that the most advantageous employment would be a total of about 700, employed equally between day and night shifts; namely 350 persons per shift.

It is understood that this unbalance between day and night shifts is principally governed by the seniority rule now in vogue which does not allow the equal placing of skills to complete shifts.

A sampling of approximately 100 records of workers now employed at unskilled jobs indicates that 25 had past experience that would make them able to perform work in this plant at a higher skill level. A table of these examples is included in the Appendix.

7. Absenteeism

The attitude of management concerning loss of time through absenteeism is one of almost complete indifference. Although records of absence of one or more full days are kept no use is made of them. Not until late June was there any indication of an awareness of partial absenteeism, or the failure of a worker to remain in the plant for a full day.

There has been no analysis of the reasons for absenteeism and any attempts to correct it have been slight--the placing of posters, articles in the plant and Union papers and some discussion at meetings of the Labor-Management Committee.

No check-up procedure on absences has been instituted. An absentee may assume that failure to report to work for one or two days has passed unnoticed. Although there is provision for dismissal for continued unexcused absence, the number of cases of such disciplinary action has been infinitesimal.

Reasons for absenteeism given by management representatives were plainly based on no study of the situation here, but were rather the type of statement which any layman would make concerning absenteeism in general. One executive went so far as to state that he did not see why we were interested in absenteeism as the company's rate was the lowest in the industry and therefore no problem. The actual facts are that the average for the month was 5.47%, for the weeks in May 5.56% to 6.43%, and for June, 2.67% to 7.35% (See Part III for more complete figures.)

Partial Absenteeism

Loss of time of less than one day is a serious contributing cause to the generally poor utilization of manpower. Such losses, although serious throughout the week, occur particularly on Friday afternoon, after the workers receive their pay.

A spot check of time lost in periods of less than a day revealed:

In the ____Department on Thursday, Friday and Saturday of three successive weeks, from 2.4% to 11.9% of scheduled workers were absent for varying periods.

The total number of man hours lost by the day shift alone (800 to 850 workers) during a full three weeks average 2188 per week, lost by those workers indulging in partial absenteeism.

A study of the payroll of the _____Department (552 employees) for the period ending June 20 showed 1444 man hours lost or 4.7% of the scheduled work hours. 289 workers (52%) had perfect attendance, that is, were at work all day every day. 80 (14%) were tardy during the week (that is, lost less than one hour) and 183 (34%) lost one hour or more.

8. Recruitment vs. Plant Situation

In spite of the above examples of poor utilization of in-plant manpower, relating especially to the unbalanced condition of the day and night shifts, the company is still hiring from 550 to 650 persons per month. The source of this information is the ES-270 Report filed in the USES. Management states that all new employees are required to sign an agreement to work on night shifts but the present arrangement of these shifts would indicate that this requirement is not followed through in practice.

Of the monthly new hires, from 400 to 500 represent additions to the staff, inasmuch as the average losses per month are slightly over 100 to the armed forces and very few for other reasons.

The Training Department set up 3 months ago has planned a complete program, most of which is not yet in operation.

In the opinion of the War Manpower Commission Training Division, the outlined program is adequate and should take care of future manpower needs, providing (a) that the program is carried forward with greater acceleration than that evidenced so far and (b) that recruitment of the persons to be trained reveals a realistic utilization of the available labor market.

9. Poor Utilization of the Available Labor Market

a. Women

The history of this firm has been one of resistance to the extensive employment of women. It was not until October 1942 that they were employed in the shops. Even now they are utilized mostly in bench and floor jobs. Management's approach to extending the number of jobs in which they will be used is not based on the total experience of the industry.

The total percent of women has increased from 11.6% in January to 15% in June, but charts show that the increase has been as great in non-productive as in productive departments. The present percent of women in production to all productive workers is about 9%. (A breakdown of women in productive departments is included in the Appendix)

b. Minority Groups

The ES-270 Reports from November 1942 until May 1943 showed the same 155 non-white employees each month. Early in June the statement was made that this number had been increased to 159 and the July report shows 166. Even with the present small increase the employment of non-white workers is approximately 1.6%.

The small number of Negroes and Chinese actually seen in the plant plus the above figures, would seem to indicate "token" employment rather than full use of all sections of the labor market.

The application blank still has a space for color and religion. Copies of this blank seen by Analysts in going through the master records would show that this information was used up until a year ago.

c. Handicapped

Although personnel officials stated that "many" handicapped workers are employed, attempts to get actual figures as to the number and types met with no success.

It is the opinion of the WMC that vague references to crippled employees with no figures to back them up constitute evidence, even though of a negative sort, that there is inadequate utilization of physically handicapped persons.

d. Aliens

There is considerable confusion as to policy on the hiring of aliens. Two personnel executives made contradictory statements and neither showed any interest in learning the present Government policy. A sign on the building warns all potential applicants that "Positive proof of citizenship is required." Unwillingness on the part of management to utilize the group is evident.

10. Ineffective Supervision

There is evidence throughout the organization of a lack of proper supervision. This major difficulty results directly in poor utilization of manpower. Investigation in various departments indicated that sub-executives are poorly informed as to what their duties are, and as to the exact nature of the policies of top management. There is evidence of duplication of duties such as in the selection of applicants. The lack of responsibility and authority on the part of supervisors of sub-sections in departments was evidenced by the statement of supervisors that they would encounter difficulties with shop stewards if they attempted to make direct contact with an individual employee to determine how much he was producing or what he was doing.

There have also been instances of complete change of production without any consultation with supervisors, or of supervisors at the operational level being notified of these changes. Such conditions result in additional loss of time and lowering of morale, due to the non-existence of any clearly defined and backed-up line of authority.

The widespread extent of partial absenteeism, as documented elsewhere in this report, is further evidence that supervisors either have no actual control over employees under their supervision or do not exercise it. Foremen were seen signing slips for partial absenteeism without making any attempt whatsoever to discuss the reasons why the employee had to leave. This, in spite of the fact that records indicate certain employees are continual offenders in this respect.

Disciplinary action to discourage idleness, which in most plants is the prerogative of the foreman, is handled through the shop stewards. The fact that this is an ineffective procedure is proven by the shocking idleness evident to any newcomer. Such division of supervisory control combined with laxity of ordinary supervision can only result in completely breaking down the authority of the supervisors throughout the plant.

RECOMMENDATIONS

As a result of the conditions discovered and herein presented and substantiated, the War Manpower Commission makes the following recommendations to the management of the_____Corporation and/or Local ____, (of the Union involved). The Commission considers that these recommendations constitute a minimum program of immediate action and short term planning to secure correction of misutilization of plant and manpower which is seriously hampering essential war production. It is advised that those concerned agree as to the implementation of all the points covered and that the War Manpower Commission check on the status within 30 days.

	Action By Whom	Status After 30 Days

A. PRODUCTION FACTORS

In order to facilitate production and to make the present production control more effective, the following steps are recommended:

1. Immediate balance in the numbers employed on day and night shifts to insure even manpower utilization, and particularly the even distribution of higher skills.

2. Proper reworking of all tools, jigs and templates for effective coordination of parts and man-hour economy.

3. Provision of adequate numbers of power, bench and hand tools (riveting machines, drill heads, air squeezers, etc.), so that man-hours are not wasted on unnecessary hand labor.

4. Provision of adequate stockroom and parts storage space, to prevent overcrowding of bench and assembly areas.

5. Better parts and material control to critical points of production assembly.

6. Organized production on a line assembly plan instead of the present job basis, in order to utilize manpower more fully.

	Action By Whom	Status After 30 Days
7. Lighting and ventilation needs supplied in all shops.		

8. Piece-part and man-hour production time study set up in all department to control effective manpower utilization. As a first step in instituting such a program, it is recommended that:

   a. The_____Department be selected as the guinea pig to be used in developing the new time and production reporting procedure described below.

   b. Detailed operation lists be prepared for each part or assembly which is worked upon in the_____Department, similar to those which were prepared for this study on the_____and which are a part of this report.

   c. A separate daily time and production report be kept for each worker in the department, both productive and non-productive, which at the end of the day will show the various operations upon which the worker was engaged, the time spent on each, and the number of units actually completed. In addition, this report should also show any time that the worker may have lost during the day due to conditions over which he had no control.

   d. The present I.D.L. time reporting procedure be continued until such time as the entire plant is put under the new system.

   e. The number of time clerks in the _____Department be increased to any extent that may be necessary in order to accomplish the desired objectives.

   f. The time keepers be stationed at one place, and the workers be instructed to report to them whenever they change jobs, instead of having the former floating around the department.

	Action By Whom	Status After 30 Days

g. The work now being done in the Scheduling and Statistics Department in connection with keeping of records on actual and budgeted hours be discontinued immediately, and that the employees engaged upon this work be temporarily transferred to the _____ Department as time keepers to assist in the installation of the new system.

B. PERSONNEL DEPARTMENT

In the new set-up of the Personnel Department, it is recommended that:

1. A complete central record be kept relating to each employee, including, in addition to present records, his training record, a detailed report of all excused and unexcused absence, all medical reports, complete information concerning any suggestions offered and awards granted and the result of any exit interview ever held.

2. Such central records be arranged to provide visible means of quickly gathering needed information, such as for Replacement Schedule, Manning Tables, training courses, promotion and transfer possibilities, etc.

3. The Medical, Training and Public Relations Departments be located physically with the Personnel Department, due to the close relationship in their work.

4. Clearly defined and non-overlapping duties be assigned each Personnel Assistant.

C. UTILIZATION OF NON-DRAFTABLE WORKERS

The inexcusable failure of management to utilize the existing labor market realistically should be corrected immediately by hiring only persons not subject to military service in all beginning jobs and in any other jobs for which they qualify. Such hiring should be conducted with particular attention to:

	Action By Whom	Status After 30 Days

1. Women, who constitute the major portion of non-draftable labor and who should be hired at a rate in keeping with their availability. There should be an immediate survey of all jobs in the plant, drawing upon the experience of other_____companies and information available at the War Manpower Commission, in order to extend the utilization of women to the fullest in jobs at all levels of skill and supervisory responsibility.

2. Physically Handicapped Workers

   Although management's stated policy is in favor of hiring physically handicapped workers, there is little evidence that many such persons are actually employed. The Union's claim that the physical examination is too severe should be thoroughly studied. It is recommended that:

   a. A study be made of the medical records of all rejected applicants to determine whether potential manpower is being lost through medical rejections.

   b. All occupations (at all levels) be reviewed with reference to their suitability for persons with physical disabilities and exactly what types of physical disabilities.

   c. All persons responsible for the interviewing of applicants or the assignment of workers be in possession of full information concerning acceptability of handicapped persons.

   Additional information and assistance can be obtained from the War Manpower Commission on the use of handicapped workers in _____production.

7-2055

Action By Whom | Status After 30 Days

D. EMPLOYMENT OF MINORITY GROUPS

Employment of the small number of non-white workers reported by management and verified by observation of WMC representatives is inconsistent with the extent of such workers' availability in the local labor market and indicates failure to comply with fair employment standards, the Presidents's Executive Order 8802 and military procurement contracts. Such a condition should be corrected immediately by:

1. Employing such persons whenever they make application, providing:

   a. They can be utilized on an available job on the same basis on which the company has stated it selects white workers.

2. Making a special effort to recruit non-white workers through all channels

E. EMPLOYMENT OF ALIENS

The attitude of management concerning the legitimate employment of aliens indicated a failure to acquaint the plant employment interviewers with ___ policy in this respect. In addition, there appears to be a lack of interest in giving full cooperation to the Government in using this type of manpower. This situation should be corrected by:

1. Clearing with proper authority of Internal Security Division for instructions regarding the hiring of aliens in plants.

2. Upon receipt of instructions, removing the sign "Positive proof of citizenship required" outside the Employment Office and giving this group full consideration, within _____ limitations.

	Acti By Whom	Status After 30 Days

2.

3. Issuing a bulletin defining exact regulations and policy on this subject to all department heads and interviewing staff to correct the misunderstanding that exists at present.

F. UPGRADING

The lack of a plant-wide upgrading system is a definite weakness. In addition, it was found in a small sampling of workers in unskilled jobs, that almost 25% had past experience that would qualify them for work at higher skills. Such incomplete in-plant utilization should be corrected by:

1. Making an immediate study of all past experience from the personnel records with a view to filling all jobs above the grade of helper by promotion.

2. Verifying such skills when necessary by checking references or giving a shop test.

3. Providing for brush-up training of any workers whose skills may have become rusty.

4. Giving particular attention to the possible upgrading of women, older men and physically handicapped workers.

G. TRAINING

The program planned by the Training Department should be accelerated with special attention being given to:

1. Starting courses in blue print reading, shop mathematics and shop nomeclature no later than July 26 as presently planned.

2. Arranging urgently needed courses on a semi-skilled level.

3. Establishing training for supervisory staff through the facilities of Training-within-Industry.

Action By [illegible]m | Status After 30 Days

4. Extending the existing foremanship training to the majority of the foreman.

5. Looking into the possibilities of apprenticeship training.

H. ABSENTEEISM

Failure to recognize the importance of absenteeism in all its forms has caused a grave loss of productive time. Immediate and complete efforts should be made by management and labor to correct this condition by:

1. Instituting a procedure for the interviewing of all absentees in their homes or immediately upon their return to work in order to determine the causes.

2. Conducting a plant-wide study of partial absenteeism in order to:

   a. Determine what supervisors are involved and take whatever steps are indicated to cut down the practice.

   b. Interview constant offenders, in an effort to determine the causes and seek their correction.

3. Including partial as well as complete absenteeism in all reports and visual charts.

4. Setting up a morale building and incentive program to impress upon the workers the vital necessity of being on the job. Specific suggestions of devices to be used should be obtained from the War Manpower Commission, Labor Production Division of the War Production Board and Incentive Division of the_____.

I. RESTAURANT FACILITIES	Action By Whom	Status After 30 Days

In view of inadequate and poorly controlled facilities for securing food either within the plant or in the neighborhood it is recommended that:

1. Cafeterias be established within the plant to supply the hot nourishing food necessary to the health and productivity of workers, especially when on a 10-hour shift (if possible).

2. The hours that such facilities are open be regulated, thus eliminating much of the present waste due to lost man-hours and idle machinery.

J. SUGGESTION SYSTEM

The present suggestion system does not offer prizes conducive to general interest and participation or to any degree commensurate with savings effected. It is recommended that:

1. The suggestions of the Union representatives to the Labor Management Committee that the whole plan be reviewed be followed through at once.

2. That the agreement under which the company pays $1700 annually to the _____Company, for a service which is, to say the least, nebulous, be investigated.

K. WORK ATTITUDE

The deplorable work attitudes and habits observed in this plant are an uncharted loss of manpower. It is recommended that:

1. Management and labor work out immediate effective means to stop idling, talking, group gathering and floating during working hours. Specific means that have been successful in other war plants can be suggested by the WMC upon request.

	Action By Whom	Status After 30 Days
2. Supervisors at the shop level receive training in methods of personnel control to qualify them for carrying through the necessary implementation.		

Action on some of the foregoing recommendations will have to be taken in order to set the scene for the successful accomplishment of the final recommendation. It is recognized that the above points vary in importance, but in toto they can contribute to a change in the picture at and the partial achievement of some of them can lay the foundation for:

L. A HIGH-POWERED MORALE DRIVE

Upon the signing of the New Union contract and when the present need for tools and materials has been met, a plant-wide drive, accompanied by widespread fanfare and publicity, should be started. It is recommended that:

1. Army-Navy Incentive Board be contacted for incentive drive materials and program.

2. All meetings of management and labor concentrate in a joint effort to put real push behind the drive.

The rest of the report as indicated by the table of contents consisted of supporting material: Work sheets, specific observations within the plant, illustrations, and other authenticated supporting data.

ORGANIZATION OF THE WASHINGTON OFFICE

OF THE

BUREAU OF MANPOWER UTILIZATION

ORGANIZATION OF THE BUREAU OF MANPOWER UTILIZATION

DIRECTOR
Frank H. Sparks

Coordinating head of the agency's activities with special responsibilities for programs and policies.

ASSISTANT DIRECTOR
John J. Skelly

1. Selection, training and supervision of Industrial Consultants at the Washington level.
2. Advising and working with these Consultants on special assignments.
3. Working with Regional Directors and Regional Chief Industrial Consultants.
4. Cooperating with Director and Assistant Director in matters of programs and policies.
5. Working closely with Chief of Industrial Consultants and counselling on all difficult situations.

ASSISTANT DIRECTOR
Eugene G. Bewkes

1. Developing new or adapting existing programs that pertain to the effective utilization of manpower.
2. Representing the Bureau in conferences and contacts at the Washington level.
3. Providing leadership in the clearing and exchange of ideas pertaining to the operations of the Bureau.
4. Sharing of responsibility with Director in the daily operation of the Bureau, particularly as it affects:
   a. the more important correspondence
   b. general operating problems.
5. Directing the Washington office operation in the absence of the Director.

ASSISTANT
Glenn W. Miller
(other to be added)

Programming, Information and minimum workweek.

PLANT AND COMMUNITY SERVICES UNIT
Rhea Radin

Health, Safety, Food Problems, Housing, Transportation, other Facilities and Services

CHIEF OF THE INDUSTRIAL DIVISION
Royal B. Mudge

1. Supervision and direction of Chief Regional Industrial Consultants.
2. Working with field organizations on special assignments.
3. Cooperating with Deputy Director in all matters pertaining to field operations including work with Regional Directors, Regional Chief Consultants and regular Consultant Staff.
4. Working with Deputy Director, Assistant Director, and Director on program and policy matters.

CHIEF OF THE DIVISION OF OCCUPATIONAL ANALYSIS AND MANNING TABLES
C. L. Shartle

1. Direction of the Washington organization of this Division consisting of approximately 230 people.
2. Counselling with and directing the functional activities of the Chief Regional Occupational Analysts.
3. Cooperating with the Director and other members of the organization on matters of policies and planning

CHIEF OF THE DIVISION OF GOVERNMENT AGENCIES
John McDiarmid

1. Coordinating the program of the Bureau of Manpower Utilization with the Civil Service Commission.
2. Developing and supervising work standards for the various government agencies served by the Civil Service Commission.
3. Encouraging manpower studies within government agencies by the agencies.
4. Studying problems of turn-over and absenteeism within the government.
5. Cooperating with the Director and the other members of the staff in formulating general programs and policies for the Bureau.

WAR MANPOWER COMMISSION

GUIDE FOR DEALING WITH JOB ABSENCES

7-2055

May 1, 1943
Bureau of Manpower Utilization

WAR MANPOWER COMMISSION GUIDE FOR DEALING WITH JOB ABSENCES*

STATEMENT OF PROBLEM

There can be no single solution to the problem of job absences. Absences result from underlying difficulties, which vary in nature and degree from area to area and from plant to plant.

Causes and solutions may be generalized to furnish guiding principles, but the actual resolving of the problem is through application of specific remedies to particular difficulties.

Causes of absenteeism require attack by local action in the plant and in the community. Joint action is required of labor, management, the community and Government focused on the local, particular conditions that lead to absenteeism.

Increased absenteeism at the present time is a reflection of the extraordinary circumstances created by the rapid expansion of war industries, crowded working conditions, increased rates of production, longer hours, inexperienced workers and inadequate supervision in the plant, work interruption due to material shortages, lack of manufactured parts, poor production scheduling, and other morale reducing conditions.

Housing and transportation congestion and time consuming household responsibilities add to the reduction of job attendance.

Even with adequate conditions, some individuals do not yet fully realize the importance of their role in the war effort, and are absent without legitimate reason.

DETERMINING EXTENT AND CAUSES OF ABSENCES

When a plant exhibits the absenteeism symptom, application of sound remedies dependent on accurate diagnosis of causes. Accurate diagnosis is in turn dependent on the adequacy of the plant's records of job absences. Records which show merely "bulk absenteeism" are not adequate. They only report the symptom. Records should show details which permit digging for causes, and tacking the problem down to specific difficulties.

Therefore, records should contain data permitting tabulation of absences by a variety of relevant factors: sex, age, shift, department, day of week, type of employment, length of work week, work experience, frequency and duration, and known or stated reason.

---

* Job absences, for the purpose of this program are defined as the failure of a worker who is on the pay roll to appear on the job when he is scheduled to be at work and work is available.

A careful system of record-keeping has to be established for the maintenance of this information. It involves accurate time-keeping and absence-reporting and systematic and intelligent interviewing of absentees before or after they return to work, or both.

Those participating in such a program should include the personnel department, medical department, foreman, union shop stewards, worker committees or labor-management committees. Particularly important are the leading men and sub-foremen who are in immediate supervision over the workers, and periodic conferences of those men under the direction of an experienced conference leader would help in orienting them toward understanding and remedying the problems underlying job absences.

MAJOR CAUSES AND SUGGESTED ACTION

Causes of absenteeism, differing in areas and in plants, require individual attention. Therefore, the following discussion of the general major causes and suggested remedies is not to be accepted as a "blue-print". Any plant program should be developed in terms of combating the problems affecting that particular plant shown through analysis of its own records. Attempts to tackle all possible causes without knowing which are relevant would be wasteful and confusing.

I. POOR PRODUCTION SCHEDULING

A. Problem: Interruptions due to shortage of material and parts, faulty scheduling of work, the piling up of excessive overtime in one department with slack work in another, the failure to ship completed products promptly after the workers have increased their output in order to fulfill orders--these and other management problems may result in low worker morale and the feeling that management has not done all it should to speed production.

B. Suggested Action: Many of these production delays are unavoidable, whereas others could be avoided through the joint efforts of labor and management. In the case of those delays that cannot be remedied, management could do much to maintain morale by explaining to workers the reasons for delays and steps being taken to remedy them. Full explanation will encourage workers to assist management in solving difficulties, in contrast to staying away from work because of lack of understanding of management's problems.

C. Resources Available: Local representatives of the War Production Board, the Army, the Navy, the Maritime Commission and in the case of food industries, The Food Production and Distribution Administration, can assist employers concerning material shortages, and the scheduling of parts from other plants and industries.

Plant labor-management committees should be utilized. If none exists, consideration should be given to establishing committees with both management and labor representation.

II. UNDER-UTILIZATION OF SKILLS

A. Problem: Absenteeism rates are frequently highest in new plants or plants that have undergone very rapid expansion, because of poorly selected and inadequately trained workers and relatively inexperienced foremen and supervisors. The resulting under-utilization of workers leads to low morale and the feeling that absence from the job will not interfere with production. Workers who are not being utilized at their highest skills will take time off to shop for other jobs where they think they can make a greater contribution to war production. The problem is most acute in plants where labor hoarding is so prevalent that every worker in the plant is aware of it, and the more conscientious workers feel obligated to look for other jobs, resulting in higher turnover rates as well as absenteeism.

B. Suggested Action: This problem in manpower utilization can be handled by a comprehensive program designed to obtain the maximum contribution to the war effort of every person in the plant. New workers should be properly selected and trained for the jobs they are to perform. Supervisors and foremen should be trained in the new problem of utilizing such inexperienced and new types of workers as women, youth, older workers, minority groups, and handicapped persons. In some cases, working conditions in the plants will have to be modified to accommodate these new types of workers.

C. Resources Available: The Manpower Utilization Staff of the War Manpower Commission can help employers secure maximum efficiency by:

1. Preparing job and worker analyses to determine the type of work best performed by the worker, and type of worker needed for the job.

2. Advising job dilution to reduce the need for those highly skilled workers of whom there is a shortage.

3. Recommending and upgrading program to utilize every worker at his highest potential skill.

4. Getting assistance from War Manpower Commission training representatives on programs to meet the particular needs of the plant; Job Instruction, Job Methods and Job Relations Training for new foremen and supervisors; worker and apprenticeship training for workers already on the job; and pre-employment training geared to the needs of the plant for new workers.

5. Assisting employers in the preparation of manning tables and replacement schedules to facilitate the orderly and least disruptive withdrawal of workers to the armed forces.

III. HOURS AND WORKING CONDITIONS

A. Problem: A high percentage of absence is traceable to cumulative fatigue, which causes illness or lack of job interest.

B. Suggested Action: Work schedules should be adjusted to eliminate, as far as possible, elements leading to physical and mental fatigue due to excessively long hours, job monotony, irregular swing shifts, and similar factors. Other means of reducing fatigue, especially for women workers, involve the improvement of such working conditions as heat, light, ventilation; and the installation of adequate sanitary and rest facilities.

Vacations are an important means of reducing fatigue. Experience demonstrates that providing regular opportunities for workers to have limited periods of time away from the job means more control of sporadic absenteeism, and more sustained production at a high level. Schemes for granting incentive vacations for workers with outstanding attendance records can serve to provide the necessary vacations to workers most in need of rest, as well as to stimulate attendance on the part of all workers.

C. Resources Available: The Manpower Utilization Staff of the War Manpower Commission can assist employers and labor through appropriate channels in planning work schedules and in staggering vacation schedules. Employers, in planning programs to improve working conditions, can request the services of local and State Departments of Health or Industrial Hygiene, the United States Public Health Service and the Division of Labor Standards of the United States Department of Labor.

IV. EMPLOYEE COUNSELING

A. Problem: Untrained and inexperienced workers are faced with a great many individual and personal problems. Absences, especially of women workers, are often caused by these problems, or by job dissatisfaction due to lack of orientation and ignorance of community resources.

B. Suggested Action: There should be plant personnel counselors who assist in the induction, integration, and follow-up of workers so that proper morale can be established and maintained. Much loss of time from work can be prevented by employee counselors trained in labor relations and individual counseling, and thoroughly familiar with community resources. Most plants can benefit by the establishment of an employee service division responsible for giving advice and assistance on problems such as health, housing, transportation, recreation, and child care.

C. Resources Available: Employers can be assisted by the American Management Association, the National Industrial Conference Board, and personnel organizations and associations. Employers should be urged to enroll their personnel officers in the special counseling courses offered by colleges participating in the Engineering, Science, and Management War Training program of the War Manpower Commission. Close working relationships should be established between plant counselors and community agencies furnishing needed employee services.

V. ACCIDENTS

A. Problem: The accident rate and occupational hazards in many war plants have been rapidly increasing with the employment of inexperienced workers, speed-up of the industrial process, excessive lengthening of the work week, the forced use of worn equipment, the shortages of less dangerous materials, and the use of new substances.

B. Suggested Action: Accidents in the plant can be lowered and occupational risks minimized by proper selection and placement of workers; installation of adequate safeguards on dangerous machinery, use of safety clothing, accident prevention campaigns, and occupational risk prevention programs. Many accidents, however, occur away from work. Therefore, a community prevention program can eliminate special community hazards, as well as make workers and their families safety-conscious.

C. Resources Available: Employers and labor-management committees can be assisted in developing accident prevention and occupational risk programs by the National Safety Council, the United States Department of Labor, the Industrial Hygiene Division of the States Departments of Health or Labor and the United States Public Health Service. The Area War Manpower Committee and the Area Manpower Director can stimulate community accident prevention programs through local Defense Councils and municipal groups.

VI. HEALTH

A. Problem: Illness constitutes one of the major causes of absenteeism, even in plants having low rates of absence. Responsibility for this problem lies with the worker, the employer and with the community. The problem is a complex one. Absence of a worker because of his illness or that of a member of his family may be the culmination of a series of problems involving not only the immediate cause and the need for adequate medical care, but perhaps over-crowded housing, nervous tension, and other contributory causes.

B. Suggested Action: To a certain extent absence due to illness can be prevented or reduced through plant medical services. Some medical departments are equipped to handle not only emergency cases, but to help prevent illness and the spread of disease through immediate treatment of injuries, the early detection of

illness, and the planning of health education programs. Recovery can be speeded up by providing more adequate visiting nursing assistance to insure adequate treatment at home. Relapses and the spread of disease can be controlled by medical examination on the worker's return to work.

Adequate sewerage, water supply, and other sanitary facilities reduce the dangers of disease and epidemics. In some areas additional hospital and health facilities are needed. Crowded communities may need additional medical and nursing assistants. Adjustment of doctors' office hours can often help meet the problem. The assignment of additional physicians, dentists and nurses is necessary for acutely congested areas where there is a shortage.

C. Resources Available: Employers establishing medical departments can request the services of State Departments of Health or Labor, The United States Public Health Service, or the United States Department of Labor. The local Procurement and Assignment Committees of the War Manpower Commission and the State and local Nursing Councils for War Services can be called on by the Area Manpower Director to assist in determining the needs for medical and nursing care and in developing appropriate plans to meet these needs.

When sanitary and hospital facilities are required, the Area Manpower Director should consult with the District Director of the United States Public Health Service to determine what steps should be taken to correct the situation. The Office of Community War Services of the Federal Security Agency can assist by stimulating local enforcement agencies to take action to reduce the opportunity for contracting venereal diseases. Local health authorities can be called on to assist in the treatment of venereal infections.

VII. EATING FACILITIES

A. Problem: Health is dependent not only on safe working conditions and the provision of medical care, but also on adequate nutrition. Restaurants have become overtaxed because the employment of housewives, the lack of housekeeping facilities for newcomers, the difficulties of shopping and the shortage of canned goods have made it necessary for increasing numbers of workers to "eat out".

In a number of war industry centers, especially in those of newly built plants and shipyards remote from community facilities, "greasy spoons" are the only eating places. These, with their unsanitary, poorly prepared and monotonous meals at exorbitant prices, have contributed to disease, absenteeism and turnover. To keep workers healthy and on the job, consideration must be given both to the distribution of food and to the provision of eating facilities.

B. Suggested Action: To meet the problems of a healthful diet to insure nutritious meals during working hours for all shifts, it is of primary importance to provide canteen and cafeteria services in or accessible to war plants. Existing eating facilities should be adapted to provide well balanced meals at reasonable prices, and at hours and locations that meet the needs of war workers. Extensive use can be made of kitchen facilities in schools, clubhouses, community centers and other buildings.

C. Resources Available: Employers can secure the services of industrial nutrition representatives of the Department of Agriculture in planning canteen and cafeteria facilities in the plants. In the community, the Nutrition Committees of the local Defense Councils can be called upon by the Area Manpower Director and the Area War Manpower Committee. The Area Manpower Director may classify restaurants as locally needed for priority hiring and for retaining personnel. Cooperation of regional, state and local offices of the Food Distribution Administration and the Office of Price Administration can be secured for assuring adequate distribution of food in the area. Local health officials can assist in maintaining sanitary standards in eating facilities by enforcing local and state regulations.

VIII. HOUSING

A. Problem: Workers living in overcrowded war centers may take time off from work to look for better accommodations, or to visit their families over the week-end if they have not been able to find satisfactory local housing. Unsanitary or badly overcrowded housing may increase absences due to illness.

B. Suggested Action: Housing problems can be reduced materially by the maximum use of existing facilities and by conversion programs. In many areas, however, the construction of additional housing will be necessary to meet the problem. Because material shortages restrict new construction to a minimum, much of the existing housing supply of a war locality has to be used more intensively than under peacetime conditions. For this reason, it is particularly necessary that adequate standards as to repair, maintenance and essential sanitation be maintained.

C. Resources Available: The National Housing Agency is directly responsible for programming and providing housing to take care of war workers whose in-migration to war centers from beyond reasonable commuting distances is necessary to increase and maintain war production. As many in-migrants as possible are being housed in existing facilities. National Housing Agency's Homes Use Service, which operate through the Agency's regional offices and local War Housing Centers, is responsible for this part of the program. National Housing Agency programs the use of existing facilities, conversion, and new construction on the basis of estimates of employment and in-migration, both as to quality and character, furnished by Regional Directors.

The personnel Department, the Labor-Management Production Committee, or other appropriate organization within a plant may supplement the information prepared for National Housing Agency by the Regional Manpower Directors. If a War Housing Center has not been set up, evidence of the need and suggestions on cooperating local organizations can be sent to National Housing Agency's regional representative, by the Area Manpower Director through the Regional Manpower Director. In some localities where the need for registration and referral service is not urgent enough to justify the establishment of a War Housing Center, a local Homes Registration Office should be set up to perform some of the same services. When the problem is one of excessive rents, or the lack of enforcement of rent ceilings, the Area Manpower Director should consult the local rent control officials or the field representatives of the Office of Price Administration.

IX. RECREATION AND SOCIAL ACTIVITIES

A. Problem: Medical care, adequate housing, and food are not the only contributing factors to the physical well-being and efficiency of industrial workers. Workers must also have the opportunity to relax after work, to reduce fatigue and nervous tension. While the war tempo is increasing, normal opportunities for relaxation and social activities are becoming more limited. For newcomers, whose home ties have been broken, new associations are difficult to establish in overcrowded centers that lack the neighborly spirit of settled communities. When the community affords no better opportunities for recreation, the result is often excessive drinking and dissipation.

B. Suggested Action: Public, private, and commercial recreation facilities could be made more accessible for workers on all shifts by adjusting hours of operation. Special programs, adapted to the interests and hours of war workers, should be developed.

C. Resources Available: The Area Manpower Director can request assistance from the Recreation Committee of the Local Defense Councils. If none exist, or if additional aid is desired, the Area Manpower Director can request the services of Field Recreation Representatives of Committee on Physical Fitness of the Federal Security Agency through the Regional Manpower Director. Local agencies such as private recreational organizations, churches, fraternal and civic groups, labor organizations, municipal park and recreation departments can be called upon to develop special programs. Plant labor-management committees can establish recreation programs for workers in the plant. Commercial operators in the community can adjust schedules of operation.

X. TRANSPORTATION

A. Problem: Faulty scheduling of common carrier facilities, incomplete use of car pools, excessive crowding, routes inconvenient to plant destination, and limited private car transportation cause absences.

B. Suggested Action: Such time lost can be minimized by the extension of car pools to serve more than one plant, the staggering of working hours of war plants and service industries, the rescheduling of school hours, the rerouting of existing public transportation facilities, and the use of school buses and other auxiliary transportation facilities.

C. Resources Available: In the plant, labor-management committees can help by setting up car pools or extending their use. In the community, the Area Manpower Director and the Area War Manpower Committee can ask the local Administrator or the Chairman of the War Transportation Committee for the Office of Defense Transportation to institute as many of the above suggestions as are feasible. If no such committee exists, the Area Manpower Director should request the nearest field or regional office of the Office of Defense Transportation to organize one.

The local transportation companies, the Board of Education, employer and trade associations should be called upon to coordinate and fully use existing facilities. If additional equipment is needed, the Area Manpower Director through the Regional Manpower Director should secure the assistance of the Office of Defense Transportation. If the organization or car pools is limited by gas and tire rationing regulations, the Area Manpower Director should consult with the local Rationing Boards or with the Office of Price Administration field representatives.

XI. CHILD-CARE

A. Problem: Women with small children usually do not accept employment, because of their home responsibilities. When mothers do work, adequate care for their children is essential if good attendance records are to be maintained.

B. Suggested Action: Information regarding the need for child-care facilities should be collected and presented to local authorities. Arrangements should be made to inform employees through counselors, posters, publicity and other media about facilities available for child-care. Community programs should provide day-care in foster homes, before and after school programs for school age children, and nursery schools, kindergartens and day-care centers for pre-school groups.

C. Resources Available: Plant personnel departments and labor-management committees can often provide information regarding the need for these services among the women already employed and should be encouraged to participate in and to cooperate with the Child-care Committee of the local Defense Council. By request of the local Child-care Committee or by direct request of the Area Manpower Director, the services of a child-care specialist can be secured by State Departments of Welfare or Education. If there are no state programs in operation, the services of the Federal specialists can be requested from the Regional office of the office of Community War Services of the Federal Security Agency through the Regional Manpower Director.

XII. SHOPPING, BUSINESS AND GOVERNMENTAL SERVICES

A. Problem: Absences are often caused by the inability of workers to do their necessary shopping and business after working hours.

B. Suggested Action: Arrangements should be made for the adaptation of schedules of stores, laundries, banks, post offices, Rationing and Selective Service Boards, professional, business and personal service establishments, to hours and locations of war workers. The most convenient arrangement may be location of branch establishments in war plants so that workers may do their shopping and other business without loss of time and energy.

C. Resources Available: The Area Manpower Director and the Area War Manpower Committee should call together employers and retail trade associations to arrange for additional evening shopping hours. The essential character of these services should be recognized by the Area Manpower Director, so that personnel can be hired and retained. To arrange for the adjustment of hours or location of branch rationing, Selective Service Boards, or post offices in major war plants, the Area Manpower Director should consult directly with the local representatives of the respective agencies.

XIII. WORKER AND COMMUNITY MORALE

A. Problem: Some absences are caused by the worker's lack of realization of the importance of his job and of the value of his product to the war effort.

B. Suggested Action: Post-payday and Monday absences can be reduced by the institution of educational programs, rallies, and other campaigns designed to emphasize the importance of the worker remaining on his job. Individual effort and initiative can be stimulated by incentive schemes, and competitive awards. Recurrent absences can be reduced by the institution of a self-disciplining program of worker committees to interview "chronic absentees."

The lack of community morale is also responsible for some absences in those areas where the community has failed to adjust to war-time conditions. Educational programs, rallies, and other morale-building activities can be directed toward helping communities, as well as individual workers, realize their war roles.

C. Resources Available: Labor-management committees can secure posters, exhibits, and other material and assistance in planning programs through the Production Drive Headquarters of the War Production Board and through the Food Distribution Administration. Plants may also secure material and suggestions from the Public Relations and Morale Sections of the contracting agencies. The Area War Manpower Committee and Area Manpower Director can stimulate community programs through local Defense Councils, Chambers of Commerce, civic, fraternal, labor, and patriotic organizations. He can secure the assistance of the Information Service representative of the Regional Manpower Director's office in planning programs.

WMC - Women's Advisory Committee

From the Office of MAH
WAC-WMC

TRAINING IS A VITAL NEED FOR NEW WOMEN WORKERS

Adequate training is probably today's most vital need for new women war workers.

Since most of the women who will now go to work in war production will be entirely new to such labor, it is bovious that time, money and morals will be saved if these women are given both "orientation courses" and"pre - production training". Every tool, machine, and term will be new and strange to most women now accepting war jobs. Introductory training following by planned training on the job brings women workers to production efficiency in the shortest possibleltime.

Reports of the Bureau of Training of the WMC show that the 40-hr induction or orientation program for all new hires at one west coast aircraft plant has produced good results, particularly when it was followed or preceded by some practice work with tools and materials.

As another example, women are being increasingly sought as workers in the automotive and business machine maintenance and repair fields. It has been obvious that such women workers had to be trained "from scratch" and it is most interesting and gratifying to learn how successfully such training programs are operating. For instance, a number of women are enthusiastically learning auto repair machanics in the Yellow Truck and Coach Div. of General Motors in Dallas, Tex. Women are working in the battery recharging, upholstering, electrical and small parts and units overhaul departments of Southeastern Greyhound Lines in Jax, Fla.

A particularly interesting example of training womanpower forwar production is the program for the diamond die companies in Fort Wayne, Ind. on which marked assistance was rendered by the Apprentice-Training Svc. of the WMC.

Until 1939, diamond dies were produced only in Europe. They are essential in the production of fine wire-sizes of .0015 inch and less--for radio and aircraft instruments. By the end of Sept. 1942, American companies were unable to meet their war contracts in many instances because of an acute shortage of these critically important dies, and a lack of workers to pro duce them.

A field representative of the Apprentice-Training Service, at the request of the WPB, visited the Fort Wayne companies and suggested that women be trained for whit work. At first, only one company was amenable to the suggestion. Even in this plant, the management thought it would be impossible to train new workers for fine drilling in less than a year, but believed women might be able to do the job on the large dies after 6 mos' instruction. The training program was carefully worked out to take the entire time of one instructor, an experienced workman, drilled in teaching techniques. After from 5 to o0 weeks's training many of the women trainees were producing at 70% Of the production rate for experienced employees. It has become apparent that American women are going to learnr in record time to do the most microscopic precision diamond-drilling work Some of them have already produced dies as fine as .0014 inch.

A study of absneteeism and turnover in west coast shipyards, showed that when introductory training is adequate, the attendance records of women on the job are good, and they are much less inclined to quit:

Reasons for this were, that with effective introductory trainin :

1. Each woman learns what shipyard work is like, and can judge whether she would be capable of handling it.

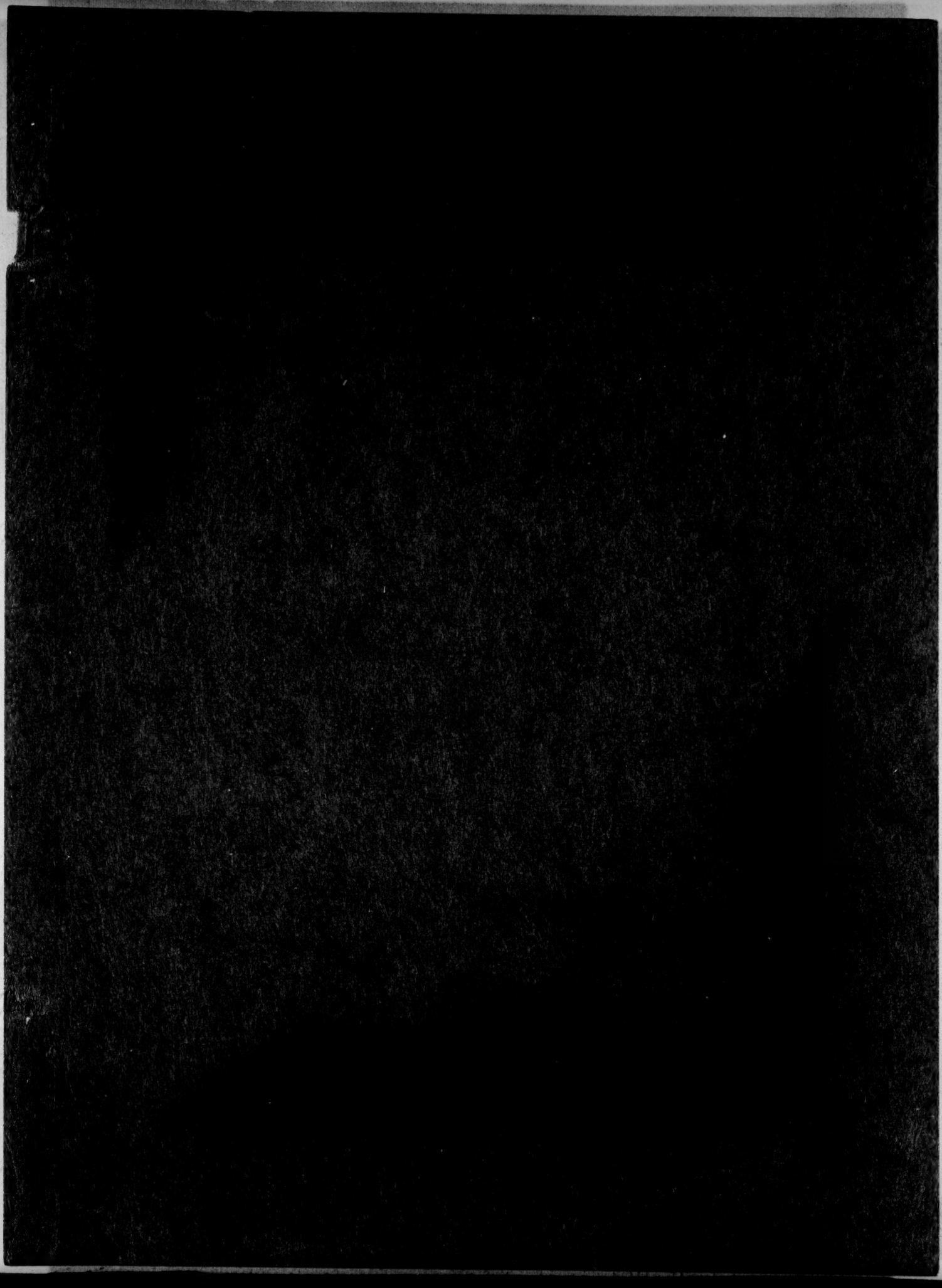
2. She gains familiarity with the tools, the terminology, and shipyard procedure.

3. She develops an employable skill in which she is confident of her ability to compete with other workers.

4. Those women who should definitely not be hired for shipyard work are screened out before they ever go into the yard as employees.

5. The woman shipyard worker is given advance instruction which will help her in meeting various work situations of the shipyards such as climbing ladders and working in high places. She learns to dress properly for shipyard work.

Also in one Bay Area yard, a sutyd of the cases of 395 women who left the shipyards after working for five months or less showed that separation from the job could have been avoided in almost all instances if the women had been given introductory training.



FOREWORD

This history of the Women's Advisory Committee to the War Manpower Commission of World War II comprises one section of a study which includes two other women's committees in Great Britain during the same period: The Women's Consultative Committee to the Ministry of Labour and the Woman Power Committee which was organized by the women Members of Parliament. The plan is to issue all three parts eventually under a single cover.

It is hoped that this report will be useful as a reference to students of women's activities in two democratic countries under rather similar conditions and also of interest to those who are called upon, from time to time, to serve on womanpower programs in comparable situations.

Although this material has been subjected to critical review and modification by the principal participants in the affairs of the Women's Advisory Committee to the War Manpower Commission, full responsibility both for accuracy of facts and for the opinions expressed is acknowledged by the authors.

This report was prepared by Gertrude B. Morton under the supervision of Lillian V. Inke in the Women's Bureau Research Division, of which Mary N. Hilton is Chief.

THE WOMEN'S ADVISORY COMMITTEE TO THE WAR MANPOWER COMMISSION, 1942 - 1945

HISTORY OF THE WOMEN'S ADVISORY COMMITTEE

The Women's Advisory Committee was appointed by Paul V. McNutt, Chairman of the War Manpower Commission in September 1942, almost a year after the United States entered the Second World War. The appointment marked the end of a period of more than two years during which the Women's Bureau, with some support from national women's organizations and from its own Labor Advisory Committee, had worked toward obtaining official participation of women in policy matters affecting women's employment in the war economy.

Background for Appointment

In January 1940, shortly after the appointment by President Roosevelt of the Advisory Commission to the Council of National Defense, Miss Mary Anderson, Director of the Women's Bureau, suggested to Mr. Sidney Hillman, who was the labor member of the National Defense Advisory Commission, that he appoint a woman to his staff as adviser in view of the anticipated role of women in war production. Mr. Hillman recognized the need for women's point of view on problems relating to women workers and asked Miss Anderson's suggestions for candidates. However, by July 1940, he appeared to have been influenced by Dr. Reeves, his assistant and Head of the Division of Training in the National Defense Advisory Commission.

It was Dr. Reeves' opinion that the Commission needed a woman for research rather than for policy-making. Miss Anderson continued to maintain her position that the appointment of a research assistant would not fill the need for having a woman at the policy-making level. Besides, this would have duplicated the research function which the Women's Bureau was carrying out at another level. Later in 1940 Miss Anderson, supported by the Women's Bureau's Labor Advisory Committee, made another request of Mr. Hillman to appoint a woman to his staff as adviser. No such appointment was made. It was apparent that the National Defense Advisory Commission did not favor the participation of women in development of policy with respect to women's expanding integration into the labor market.1/

1/ Cf. Anderson, Mary, "Comments on the Work of the Women's Bureau," U.S. Department of Labor, September 1939 to June 1944 (typewritten manuscript for Bureau staff only). Additional clarification of this situation was given by Miss Anderson in an interview with a staff member of the Women's Bureau, February 1952.

Women's Bureau Program

Meanwhile, the Women's Bureau had already initiated an intensive program of research and field work related to defense production demands, and had geared its studies to the projected defense economy. Consultation was held with employers who were changing over from men to women workers, and recommendations were made which would promote the easy integration of women and provide for their satisfactory working environment. As a result of such consultation and study of working conditions, the Bureau began to issue a series of statements, later published as leaflets, dealing with topics relevant to the employment of women such as weight lifting, sanitary facilities, safety clothing, problems of selection and counseling, health and hygiene, and many other subjects.2/ Close working relationships were established by the Bureau with the War and Navy Departments with special reference to the employment of women in ordnance plants, and continued throughout the war.

As early as 1940, Miss Anderson had been requested by the Secretary of Labor to formulate standards for women workers and had established the Labor Advisory Committee to the Women's Bureau for this initial purpose.3/ The standards as developed by this Committee, working with Women's Bureau staff, were submitted to, and adopted by, the Sub-Committee on Utilization of Women of the National Labor Supply Committee by December 1941.4/

Due to the reserve of unemployed at the outset of the war, manpower officials in this period were not sufficiently pressed by a general labor shortage to plan for the projected increase in women's employment.

War Manpower Commission April 1942

By February 1942 the Office of Production Management and its National Labor Supply Committee were dissolved and labor mobilization functions were consolidated into the War Manpower Commission. In April of the same year, Sara Southall was appointed as adviser to the Chairman of the War Manpower Commission on general problems relating to the employment of women.

Miss Southall asked the cooperation of the Women's Bureau in the preparation of basic policy statements on recruitment, referral, training, and employment of women. Although close working relationship was established between the Bureau and Miss Southall, there were obstacles to the acceptance and channeling of policy, many of which were due, at this time, to continuous change and development in the new manpower

---

2/ Special Bulletin Series, Nos. 1 through 20, 1942-1944, of which nine are currently listed in the Women's Bureau publications available for 1951.

3/ Still in existence as of 1952, this group is periodically called for consultation by the Bureau.

4/ Various revisions in the "Standards" leaflet have been issued periodically by the Women's Bureau, the latest in 1950.

organization. The local offices of the United States Employment Service had not yet been fully integrated into the organization, and there were shifts and realignments in staff and operating personnel at the administrative level. In addition, Miss Southall herself could not devote full time to her assignment because of her many professional and civic commitments.5/

Simultaneously with the need to resolve organization problems and to tighten agency structure, the increasing pressures of the labor market were felt by manpower officials by the summer of 1942. Ten months of war production and manpower additions to the armed forces had virtually exhausted male labor reserves. It became apparent that women would have to be recruited not only for customary employment but also for a great variety of jobs traditionally filled by men. Factors to be dealt with in the projected mobilization of womanpower included the reluctance of many women to enter the labor market and the strong resistance of a number of employers and labor unions to admitting women to nontraditional jobs.

Much earlier, the Women's Bureau and several of the national women's organizations, in anticipation of the full use of the womanpower reserve, had expressed dissatisfaction with the degree of attention accorded by the War Manpower Commission to the labor-market problems of integrating women. Among the most articulate were the National Federation of Business and Professional Women, who recommended the establishment of a large Women's Advisory Committee, and the National Women's Trade Union League. The latter group did not formally oppose the creation of a Women's Advisory Committee but strongly favored the point of view of Miss Anderson and nearly all women's organizations of the period that a women's advisory body would have limited effectiveness, particularly without a policy-determining status. Miss Anderson's repeated recommendation was for the appointment of several women at the appropriate level to insure the acceptance and implementation of policy and to provide for the direct channeling and use of technical data on women's employment problems.

Proposals for a women's advisory group to the War Manpower Commission had not clearly delineated thus far the functions of such a group nor had they taken due recognition of the possible duplications of activities among labor mobilization agencies and committees.6/

5/ Miss Southall continued part time in her capacity as personnel executive of the International Harvester Company.

6/ Interpretation of Miss Anderson's point of view is based upon correspondence in Women's Bureau's files, minutes of Labor Advisory Committee meetings, and personal interviews, in 1951-1952, with Miss Anderson and various active women's representatives of the period.

Appointment

In the summer of 1942, Miss Anderson approached Mr. McNutt about the appointment of one or two women to the Management-Labor Policy Committee of the War Manpower Commission. The Management-Labor Policy Committee, however, completely rejected Miss Anderson's proposal. At the same time, the Federation of Business and Professional Women's Clubs submitted their request for the appointment of a women's advisory committee to Mr. McNutt who accepted the proposal and delegated preparatory work to Mr. Arthur J. Altmeyer, then Executive Director of the War Manpower Commission.

Mr. Altmeyer invited Miss Anderson to advise him on the appointment of members of the future committee, and during their conversation pressed to convince Miss Anderson that, after the Management-Labor Committee's refusal to accept women members, the appointment of a women's advisory committee was the next best solution. When Mr. Altmeyer assured Miss Anderson that the chairman of the new women's committee would have full voting membership on the Management-Labor Committee, Miss Anderson agreed to the appointment of a women's advisory committee. However, when the Committee was appointed in September 1942 the status of the chairman with regard to the Management-Labor Committee had been limited to representing the Women's Advisory Committee on the Management-Labor Committee without voting rights.7/ The press release of the War Manpower Commission of September 2, 1942, in which the appointment of the Women's Advisory Committee was announced simply states:

> "Miss Hickey, as Chairman of the Women's Policy Committee, will participate in the discussions of the Management-Labor Policy Committee, or she may designate a representative for this purpose."

Function of Committee

By Administrative Order No. 22 of the War Manpower Commission of August 31, 1942, the Women's Advisory Committee was appointed ". . . to study the national situation with regard to conditions which affected adversely the mobilization and utilization of women in the war effort, and to make recommendations to the Management-Labor Policy Committee on a policy arriving at correcting these conditions whenever practicable."

7/ Miss Hickey, in an interview with a Women's Bureau staff member pointed out that, in the beginning, she sat on the "offside" and only after several meetings was she invited by the members to join them at the conference table. Other active Committee members have stated subsequently that they had accepted appointments with the understanding that their group would be represented with a vote on the Management-Labor Policy Committee. Cf. also Women at Work. Autobiography of Mary Anderson, as told to Mary N. Winslow. University of Minnesota Press, Minneapolis, Minn., 1951, ch. 27, p. 250.

Point 4 of Administrative Order No. 22 states more specifically the function which the Committee was to assume:

> "The Women's Advisory Committee is authorized to consider and recommend to the Chairman of the War Manpower Commission matters of major policy concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war. The Committee shall initiate studies and the formulation of policies, as well as consider those referred by the Chairman."

Responsibility of Chairman — The Chairman of the Committee, all through its existence, was Margaret A. Hickey, lawyer and business executive from St. Louis. She was directly responsible to the War Manpower Commissioner. It was her duty to prepare the agenda for the meetings, handle press relations, and discharge such administrative duties as were necessary to keep the Committee operating: correspondence, distribution of material to members, speeches, and other public relations activities. She was responsible for representation of the Committee on the Management-Labor Policy Committees of the War Manpower Commission and functioned as liaison with other Government agencies, especially with the Women's Bureau, the only Government agency that had a staff specializing in the problems of women's employment.

Composition of Membership — Selection of members for the Advisory Committee aimed at a fair representation from management, labor, and the public; from key women's organizations, the educational field, welfare work, and the press. The list which follows includes several members who served only part of the full term and also several alternates who were sufficiently active to have been considered regular members.

Ruth Allen, University of Texas, San Antonio, Tex. (Did not serve full term of office.)

Mrs. Harris T. Baldwin of Washington, D.C., former Vice President of the League of Women Voters.

Mrs. Dorothy J. Bellanca of New York City, Vice President of the Amalgamated Clothing Workers of America.

Bess Bloodworth of New York City, Vice President and a director of the Namm Store, Brooklyn, N. Y.

Mrs. Maudelle Bousfield, Principal of the Wendell Phillips High School, Chicago, Ill.

Elisabeth Christman of Washington, D.C., Executive Secretary of the National Women's Trade Union League. (Active alternate.)

Mrs. Saidie Orr Dunbar of Portland, Ore., Executive Secretary of the Oregon Tuberculosis Association and Past President of the General Federation of Women's Clubs.

Mrs. Gladys Talbott Edwards of Denver, Colo., Director of Education for the National Farmers Union.

Dr. Esther Cole Franklin, Associate in Social Studies, American Association of University Women, Washington, D.C. (Did not serve full term of office.)

Mrs. Beatrice Blackmar Gould of Philadelphia, Pa., Co-Editor of the Ladies' Home Journal.

Margaret A. Hickey of St. Louis, Mo., lawyer and business executive.

Mrs. Lowell Fletcher Hobart of Cincinnati, Ohio, past National President of the American Legion Auxiliary.

Jenny Matyas of San Francisco, Calif., Vice President of the International Ladies' Garment Workers' Union.

Eleanor Park of New York City, Assistant to the Manager of Industrial Relations, Union Carbide and Carbon Corporation. (Active alternate.)

Mrs. Blanche Ralston of Coahoma, Miss., former Regional Director of the Professional and Service Division of the Work Projects Administration.

Sub-committees — Almost immediately after the Committee's creation standing subcommittees were formed which were charged with responsibility for developing special programs for the full Committee's consideration. The three permanent standing subcommittees were:

(1) Community Facilities and Services, under the chairmanship of Mrs. Saidie Orr Dunbar.

(2) Public Relations, headed by Bess Bloodworth.

(3) Post-War--created in 1943 and merged in July 1944 with the Public Relations Committee, in view of the growing reality of postwar adjustment and the need for public education on postwar problems.

Temporary subcommittees were appointed periodically to work on specific problems, such as education in connection with employment of youth under 18, and also the agricultural labor situation.

Staff — In February 1943 an Executive Secretary, Miss Virginia Price, was employed. In August 1944 Miss Hickey requested from the War Manpower Commission a full-time research assistant to work

exclusively for the Women's Advisory Committee. The Committee supported the Chairman's request with a recommendation that the Chairman's proposal be followed up. The request was favorably received by the Executive Director of the War Manpower Commission, but no appointment was made.

Throughout its existence the Committee called repeatedly upon the experience of the Women's Bureau Director and staff, not only for consultation on policy, but for research and information.

Meetings — The Committee had altogether 39 meetings, the first on October 1, 1942, the last one on March 21, 1945. According to Miss Hickey the Committee discontinued meeting in 1945 but was never formally dissolved. Meetings were held once a month until the summer of 1944, then twice a month, and after the establishment of the VE-Day manpower program, on call. As a rule, the meetings were in Washington. One meeting was held outside of Washington in recognition of wartime travel problems. Each meeting lasted 2 days and included one executive session at which the Executive Director of the War Manpower Commission joined the group to report on manpower developments in general and on organizational changes in the War Manpower Commission; to present items to be discussed by the members; and to receive and discuss the members' suggestions and recommendations. A part of the Women's Advisory Committee's meeting was always set aside for reports from, and discussions with, staff members of the War Manpower Commission or other Government agencies whose programs had bearing on the Committee's area of interest.

Members' Expenses — Except for reimbursement for their traveling expenses and per diem while at the monthly meetings in Washington, members served at their own expense.

PROCEDURE

Agenda — Agenda for meetings was sent to members ahead of time. Regular items on the agenda were: Reports from the Chairman on progress made and on activities between meetings; progress reports from the Chairmen of the subcommittees; "Subjects to Be Discussed and Acted Upon" by the Committee; and reports from War Manpower Commission staff or other Government agency staffs pertaining to subjects under discussion or of special interest to the Committee which in many meetings took up the entire time of one of the two meeting days. A review of speakers and of topics from the Committee's agenda shows a wide range of topics and of agencies represented.

Outside Speakers — The Deputy Chairman of the War Manpower Commission acquainted the Committee members at their first meeting with the fundamental organization and the early development of the War Manpower Commission. Other War Manpower Commission staff members joined the group regularly to report on changes in policy, programs, and procedures of the War Manpower Commission. At one early session a report was given by a War Manpower Commission staff member on

the history of the United States Employment Service and on its role in the recruitment of women. Other topics presented to the Women's Advisory Committee by War Manpower Commission staff were: Services to children of working mothers; plant and community facilities; training within industry plan (two sessions); the basic principles of the Executive Order on 48-hour week; the background and thinking on national service legislation as well as the contents and implications of proposed legislation regarding a national service act (three sessions); the postwar demobilization of civilian workers and armed forces,

The Women's Bureau participated at all sessions because Miss Anderson had a standing invitation to attend or to send a substitute. She participated fully and informally in the discussions of the group, more like one of the members than an invited guest.8/ The Federal Security Agency sent staff members to three sessions to talk on all phases of the Federal Security program. A staff member of the War Production Board spoke on problems of women in shipbuilding and aircraft industries on the West Coast. The U.S. Office of Education was represented at two sessions when war production training of women and problems of acceptance of counselors were discussed. Florence Hall from the Extension Service of the U.S. Department of Agriculture spoke to the Women's Advisory Committee on the Women's Land Army program. Kathrine F. Lenroot and staff members of the Children's Bureau participated several times in discussions concerning a maternity policy for industry and a postwar program. General Hines from the Veterans' Administration spoke to the Women's Advisory Committee on retraining and reemployment. Special events were addresses by Mrs. Roosevelt, Frieda S. Miller, and Mrs. Ethel Wood, Secretary of the British Womanpower Committee. Mrs. Roosevelt appeared twice before the group, once to report on British womanpower under wartime conditions and a second time to talk to them on her observations on women in the South Pacific. Miss Miller joined the Committee in a meeting of June 5, 1944, after her return from service in London, and spoke about some significant aspects of wartime labor controls in England.

Types of Action Taken — With very few exceptions, the only kind of official action taken by the Committee was the issuance of policy statements which were submitted to the War Manpower Commission and released to the press. In the press release Miss Hickey usually gave a resume of the Committee's thinking and discussion and explained fully why current manpower developments called for the establishment of a certain policy on womanpower problems. If the Committee's policy was accepted by the War Manpower Commission, the Committee's recommendations were included in the War Manpower Commission's field material. Some of the major policy statements of the Committee were published in pamphlet form and were widely distributed,

---

8/ According to Miss Anderson's own statement to a staff member of the Women's Bureau, 1952.

through the Committee's office as well as through War Manpower Commission field offices. Occasionally the Committee's discussion led to the initiation of special studies by the staff of the War Manpower Commission, such as one study on older workers and one on the part-time employment of women.

In a few cases, as a result of the Committee's discussions, major policy statements were published in the form of pamphlets and widely distributed.9/

In only one instance did the official action taken by the Committee include the full development and handling of a program: Cooperation with women's organizations on recruitment campaigns and other community participation in womanpower programming.

There is one notable record of an official protest action initiated by the Committee in May 1943, in connection with the Kaiser shipyards day-care facilities program.10/ In this case the Committee was able to follow through on policy to the point where Mr. McNutt and the War Production Board took action.

While the minutes and policy statements issued reflect fully the official business conducted, they do not reveal the considerable unofficial activity in which a number of members engaged. Miss Hickey was especially energetic in establishing conferences and consultation with executive staff members of the War Manpower Commission and with a long list of Government agency representatives so that the Committee would have as much as possible of the background information and policy on all labor mobilization problems and so that key officials could obtain the point of view of the Committee. In this way Miss Hickey and her colleagues, through tireless effort, bridged unofficially the gap left by lack of provision for direct policy channeling in many important phases of the program.

Committee members also used all of their connections with professional and civic groups to disseminate information on womanpower programs. Several of the most active members, including the Chairman, made trips across the country, usually at their own expense, to present speeches, hold discussions, and answer questions. Groups like the National Association of Manufacturers and the American Management Association, as well as women's organizations, featured speakers from the Committee.

9/ See "The War Job Platform of American Women," May 1943; "Womanpower, An Appraisal by the War Manpower Commission," April 1943, (on which the Committee had obtained the cooperation of the War Manpower Commission Facts and Analysis Section); and "Woman in the Postwar," April 1945.

10/ See page 32.

WOMANPOWER PROBLEMS ON THE AGENDA, 1942-1945

During the 2-1/2 years in which the Committee operated, it dealt with a great number of different aspects of the total problem of womanpower planning in a war economy. However, many problems were recurrent and were dealt with repeatedly whenever they came to the Committee's attention through the pressure of circumstances. For purposes of recording the Committee's work, the topics on which the Committee conferred can be classified in four major areas, (1) Recruitment, including training, and selection of women, (2) Full utilization of employed women workers through adjustments on the job as well as (3) in the community, and (4) Reconversion adjustments and postwar planning.

Recruitment

The establishment of a basic policy on recruitment, training, and employment of women was the first job which the Women's Advisory Committee undertook after its appointment, and the War Manpower Commission accepted the Women's Advisory Committee recommendations immediately as national policy.11/ With regard to recruitment, the Women's Advisory Committee's statement included the following major principle:

> ". . . recruitment of women /should take place/ on the basis of qualification for an occupation, without discrimination because of sex, race, national origin, or creed."

Recruitment Campaigns

A week after the Women's Advisory Committee basic statement had been released, the War Manpower Commission sought the Committee's advice and assistance on recruiting methods. It was the first time that the Commission consulted the Advisory Committee on a major problem of womanpower planning; the reason for this move on the part of the War Manpower Commission was that it had come to an impasse on the question of recruitment of women for industrial work. Throughout 1942 the War Manpower Commission had conducted, in areas of labor shortage, various recruitment campaigns for women workers on a local or State-wide basis.12/ In all these individual attempts, the responsibility for the campaign rested with the United States Employment Service office, but the method of reaching the women's labor reserve varied from locality to locality. Some communities or States designated post offices, schools, or employers as distribution centers for registration forms; other communities used volunteer workers to make door-to-door canvasses.

11/ "Manual of Operations," Title III, Secs. 2-4, October 17, 1942.
12/ "Summary of Campaigns Conducted in 1942 for the Mobilization or Registration of Women," War Manpower Commission, 1943.

In meetings with the Women's Advisory Committee in October and December 1942, War Manpower Commission staff members reported that recruitment campaigns had been analyzed with the conclusion that, except for a few areas, the campaigns had produced unsatisfactory results. The over-all picture was considered alarming, especially in view of pressing labor demands in labor shortage areas. Results obtained in a campaign conducted in Detroit August 1942, were used as illustration. Only about 35 percent of the women interviewed had responded, and only 21 percent of the responding group were actually placed.13/ War Manpower Commission officials thought that, in general, the failures were due partly to a lack of central organization and partly to the lack of cooperation on the part of employers who continued to hire at the gates and ignored United States Employment Service registers. War Manpower Commission officials asked the Women's Advisory Committee to cooperate in finding the reasons for the slow response to the recruitment program and to develop a centralized recruitment program.

It was the Committee's majority opinion that the psychological approach had been wrong and had made many campaigns ineffective because American women resented being urged to seek employment by women volunteers who were not employed themselves; that labor surplus areas where many women were asking for work had not been reached; and that recruitment campaigns would not influence women to leave their homes in really large numbers until they had assurance that supplementary community adjustments in the form of child-care centers and other community facilities would be provided, and also, in some instances, until they had better assurance of employer acceptance.

A minority of Committee members interpreted the failure of local campaigns as an indication that women were not interested in going to work and that national legislation was needed to create authorization for the national over-all registration of women. In spite of the minority's opposition, the Committee agreed to support the War Manpower Commission in a recruitment policy which would:

(1) Limit enrollment of women to labor shortage areas

(2) Include provisions for the development of child-care and other community facilities for working women; and

(3) Stress the need for full utilization of women workers already employed.

13/ In retrospect these figures may be said to characterize a successful campaign for a first attempt with such limited preparation and experience, although returns by no means met manpower needs at the time.

On December 3, 1942, the following motion was adopted:

> ". . . That the Women's Advisory Committee concur in support of the plan for enrollment of women on a local basis where area committees have agreed that such enrollment is essential"

The principles established by the Women's Advisory Committee were included in a revised recruitment program of the War Manpower Commission, copies of which were distributed to United States Employment Service local offices.

The Women's Advisory Committee, wishing to support and help implement the War Manpower Commission's new policy on recruitment of women for industrial work, undertook a strong publicity campaign early in 1943. Chairman and members interpreted the facts about womanpower needs to the public over the radio, through the press, and through addresses to public groups, and the Subcommittee on Public Relations began its work on the preparation of background material.

Cooperation with Women's Organizations on Recruitment

The urgent need for the cooperation of local groups in carrying out national recruitment plans was discussed by the Women's Advisory Committee at the end of 1942 and early in 1943. The members expressed a keen awareness of the significant fact that women's organizations had broad experience in community organization and could, therefore, if they were properly guided, be of great assistance in local recruitment campaigns. In some communities, individual organizations had already participated for some time in recruitment programs. Mrs. Dunbar, the local member from Oregon and a past president of the General Federation of Women's Clubs, had personally organized a local joint committee of women's organizations which, she felt, had worked successfully for 9 months. In addition, many individual women's organizations had expressed their desire to the Women Advisory Committee to be officially associated with the Committee's work. The members came to the conclusion that a systematic attempt must be made immediately to make use of women's organization experience and desire to help but that, in order to avoid misinformation and duplication of efforts, a nationally coordinated program had to be developed. The Subcommittee on Public Relations was given the task of working on a comprehensive program of cooperation. Special problems to be solved involved the selection of cooperating organizations and the development of methods of cooperation between local and national levels. Gradually, through consent and clearance of the Subcommittee's preparatory work with the entire Committee, the final program emerged and was put into operation.

Procedure Developed

The "Procedure" for cooperating on recruitment with women's organizations, as developed and formulated by the Public Relations Subcommittee in 1943, included the following provisions: Recruitment campaigns were to be conducted under local sponsorship and with full utilization of local resources, such as available media of publicity (i.e. press, radio, theaters, clubs,

church groups, stores, etc.) as well as locally available data which the United States Employment Service office and local industries could furnish with regard to the manpower situation. The establishment of basic policies, however, as well as the preparation of information material would be handled entirely by national agencies, the Women's Advisory Committee, and the War Manpower Commission.

Informational Material — The printed informational material used by the Women's Advisory Committee in this first major recruitment effort was a bulletin called "The War Job Platform of American Women." In it the Women's Advisory Committee attempted, with a minimum of patriotic-appeal arguments, to present to the American woman the facts about work opportunities and needs; put special stress on home-front jobs on a full-time or part-time basis; and redefined jobs in service industries, in nursing, in public utilities and transportation, in social work, on the farm, and even in the home (with its new responsibilities for food producing and preserving) as "battle stations."

Besides widely distributing its bulletin (either directly from the Women's Advisory Committee office or through the United States Employment Service local offices) the Committee made use of the Office of War Information, the national women's press, and the radio to inform women all over the country and especially those who had not been reached by local campaigns, as to the industries and jobs in which additional women workers were needed and on the kind of work requirements and conditions which they could expect when registering for work.

Selection of Cooperating Organizations — The Women's Advisory Committee decided that the selection of local women's cooperating organizations should be based on criteria established by the respective national organization headquarters. With a transmittal letter signed by Miss Hickey, the Committee submitted a statement to women's organizations in which it urged the formation of local joint committees with women's organization affiliates. It was further pointed out in the statement that, as soon as local committees were established, they should exert pressure to have women members appointed to the Area WMC Labor-Management Committees. The Women's Advisory Committee's statement reemphasized that all programs were to be drawn up in accordance with the requirements of the individual community.

Local Womanpower Committees — During 1943 joint local committees of women's organizations were formed in a number of areas in the country to work in cooperation with local offices of the United States Employment Service on recruitment campaigns. Although the Employment Service offices carried the major work of recruitment it was conceded that the local women's committees were helpful in obtaining public interest and in making suggestions on sources of woman labor supply.

In 1944, Miss Hickey reported that as a result of the cooperative relationship recruitment methods had improved and enrollment for jobs

had increased. There remained, however, some areas in which no efficient effort had been made to recruit local women reserves into the labor market.

Toward the close of 1944 the local committees still in existence but not especially active were in the Ohio Cities of Cleveland, Dayton, Canton, Springfield, Cincinnati; in Kalamazoo, Mich., and in Louisville, Ky.

Recruitment for Agricultural Work

As early as October 1942 the subject of recruitment of women for agricultural work was discussed by the Women's Advisory Committee as a special recruitment problem. Since male workers in increasing numbers were drawn away from agricultural areas into industrial work as well as into the armed forces, a critical farm labor shortage was expected for the summer of 1943. It was pointed out that in order to meet labor needs for both seasonal peak production and year-round quotas, large numbers of women would have to be recruited. The Women's Bureau through Miss Nienburg, Assistant to the Director, urged, at the Committee meeting, the adoption of a Federal program of guidance to which local requirements could be adapted. Shortly afterwards the Women's Bureau published a policy statement on Wartime Use of Women on Farms.14/

In subsequent meetings the members discussed reports they had received from their regions which seemed to indicate confusion among farmers and a great diversity of individual local plans. Should farm labor be frozen? Would imported labor be as useful for year-round farm work as it might be for seasonal peak production? Reactions towards newly formulated "Land Army" plans were mixed. Farmers' wives voices opposition against importing urban women workers. The Women's Advisory Committee's Subcommittee on Agriculture studied the situation and came to the conclusion that farmers were in desperate need of a coordinated program if food production were not to be jeopardized.

The subcommittee's conclusions were formulated in a Recommendation to the Chairman of the War Manpower Commission (January 14, 1943) with the urgent request that the Commission assume the responsibility for setting up an agricultural program to include the utilization of women. The Committee further expressed the wish to be consulted by the War Manpower Commission staff when drawing up plans.

In its statement, the Women's Advisory Committee made the same recommendations that the Women's Bureau had made in its policy statement on the Wartime Use of Women on Farms. The major points covered were as follows:

14/ Cf. "Guides for Wartime Use of Women on Farms," U.S. Department of Labor, Women's Bureau Special Bulletin No. 8, Washington, 1942. For basic recommendations made by the Women's Bureau cf. p. 20.

(1) A list of special occupations in agriculture which can be performed adequately by women.

(2) Possible local sources of woman labor supply.

(3) Standards for employment of women (wages, hours, insurance, housing).

(4) Training and supervision recommendations.

(5) Recommendations for community facilities, especially child-care facilities.

Local Agricultural Committees

In February 1943 the Women's Advisory Committee supplemented its first policy statement on women in agricultural work with a statement aiming at implementation. The Committee recommended that community committees be established to organize a local program for the recruitment, training, and placement of nonfarm workers to be employed as farm labor. The Committee further suggested that thought should be given to the creation of a formalized Women's Land Army. In March 1943, the Women's Advisory Committee made a direct appeal to local women's organizations to cooperate with United States Employment Service local offices or county agricultural agents on labor needs and to urge their members wherever labor shortages existed to engage in farm work, either on a voluntary or paid basis, or to take on supervisory work. Although there are no reliable data available on the number of local committees formed, the U.S. Department of Agriculture states that a considerable number of committees developed and that many local women's organizations enrolled their members in farm work programs in small communities in the areas of greatest agricultural productivity.

Women's Land Army

In February 1943, the operating responsibilities for Farm Placement Service were delegated to the Extension Service of the U.S. Department of Agriculture, while policies continued to be developed in the War Manpower Commission. A "Women's Land Army Division" was established in the Federal Extension Office with Florence Hall as head. According to a report by Miss Hall,15/ about 2,000,000 women were placed in farm jobs from the beginning of 1943 through 1945. The majority of the women were used in seasonal peak work, but in 1944, 11,000 women were placed for year-round work. Miss Hall reported that women's organizations were well alerted and cooperated actively from the first, and that a great number of local committees were formed immediately. However, it was found in some instances that the community had been alerted and large numbers of women enrolled for

---

15/ Information about the work of local women's groups and the Land Army program was obtained from Miss Hall in 1951 through personal interview and also from USDA reports.

farm work before a real need for additional farm labor was established. County agents and United States Employment Service officials feared a negative effect on the morale of rural communities from badly timed recruitment measures and worked toward a better coordination of local labor supply and demand. After the first rush, the formation of new committees was discouraged to some extent.

In some States the Women's Land Army supervisor was assisted by a State advisory committee; on the national level Women's Land Army officials had the cooperation of a national advisory committee of which Miss Hickey was a member.16/

The Problem of National Service Legislation

A review of the Women's Advisory Committee policy and action in the area of recruitment of women would be incomplete without some consideration of the Committee's position with regard to national service legislation to control and direct the wartime labor supply.

It was mentioned before that as early as October and December 1942, when current recruitment failures were discussed by the Women's Advisory Committee, several members had pointed out the need for national service legislation. In February 1943 the issue was taken up again, as the controversial Austin-Wadsworth Bill had just been introduced.17/

Since the Women's Advisory Committee members had not had time to study the Bill, the discussion was mostly concerned with the broad issue of whether compulsory measures should replace voluntary methods of recruitment. It was the consensus of the group that the present manpower situation did not call for national service legislation, a viewpoint that was shared by the Management-Labor Policy Committee and many War Manpower Commission officials. Several members argued that, if the manpower situation became so serious that voluntary recruitment had to be abandoned, the method used in Great Britain, an over-all emergency power act to be used if and when needed, would be preferable to the Nation-wide registration provided for in the Austin-Wadsworth Bill.

In September 1943 the War Manpower Commission representative at the Women's Advisory Committee meeting pointed out to the group that because of serious lags in production due to manpower shortage the issue of national service legislation was likely to be revived. A discussion

---

16/ Cf. "Women's Land Army," Extension Farm Labor Program, 1943-1944-1945, U.S. Department of Agriculture, 1945.

17/ Senator Austin and Representative Wadsworth introduced in February 1943 a national service bill which was supported by the War and Navy Departments but opposed by labor (especially by labor representatives in the Management-Labor Policy Committee) and by industry and agriculture. Cf. "The United States at War: Historical Report on War Administration," vol. 1, chapters 7 and 14, Bureau of the Budget, 1946.

followed in which the members who were opposed to legislation argued that the continuation of the voluntary plan would be sufficient to solve labor shortage problems if under-utilization of available manpower were corrected. Enforced recruitment without full utilization of workers would only increase the existing waste of labor. Among the suggestions which the members made for correction of under-utilization were the following: Transfer of workers from luxury industries (examples quoted were manufacturing of lipsticks and pocketbooks) into essential industries; employment of women, of Negroes and especially Negro women in areas where employers continued to discriminate against them; guarantee of seniority rights to men eligible for induction into military service. (Many men in the eligible group now preferred induction, through which they did not lose seniority rights to their regular jobs, since transfer into critical industries caused loss of seniority rights.)

The President, who had previously not taken a stand in the controversy, in his message on the State of the Union in January 1944 recommended the passage of a national service law. A second, revised Austin-Wadsworth bill was introduced and hearings in the Senate began on January 12. Mr. McNutt testified in the Senate in support of a national service act but stressed that a satisfactory job had been done by voluntary methods.18/ Again the Women's Advisory Committee discussed the issue of national service legislation. It became apparent during this discussion that national service legislation was an issue on which the Women's Advisory Committee was clearly divided into two camps.19/ In retrospect, it seems that on no other issue discussed by the Women's Advisory Committee was there such a strong difference of opinion.20/ The minutes show that the Committee had planned to submit recommendations to Mr. McNutt before his testimony in the Senate, but according to Miss Hickey's statement at

---

18/ Mr. McNutt who was the chief proponent of a national service act and other War Manpower Commission officials who framed legislation were opposed to the Austin-Wadsworth Bill because it placed administrative responsibility for registration and selection of workers in the Selective Service System rather than on the War Manpower Commission and U.S.E.S.

19/ The Women's Bureau Director was opposed to a draft of women for two basic reasons: The Bureau did not consider that a real womanpower shortage existed but attributed the so-called shortage to under-utilization and unsatisfactory working and community conditions; also the Bureau regarded labor conscription as undemocratic. Cf. "Woman at Work," op. cit., pp. 250-251.

20/ Women's labor groups did not favor national registration for women, but several women's civic organizations with a feminist program were articulate proponents of a draft of women. In the Korean war and defense program, the National Federation of Business and Professional Women have again called for a registration of women. See Women's Bureau mimeographed paper on "National Registration and Other Womanpower Procurement Methods," May 1952.

a subsequent meeting no agreement could be reached and no official statement was made, although Miss Hickey informed Mr. McNutt unofficially of the difference of opinion among the members.

Labor shortages were not critical in spring and summer 1944 but in December 1944, after the German counteroffensive, production lags again became apparent and military authorities blamed labor shortage for it.21/ President Roosevelt, in his State of the Union message in January 1945 pressed for the second time the passage of a national service act, and on January 16, 1945, the Committee had another discussion regarding national service legislation. The earlier arguments for and against legislation were repeated and reemphasized, but this time the majority were in favor of a national service act. They pointed out that the President and his military advisers should be supported in their request since they had stated that legislation was unavoidable. They further argued that legislation would make it possible finally to eliminate continued discriminatory practices on the part of employers and would break down the persisting reluctance of many women to go to work. Legislation would also furnish the background to set up machinery for channeling labor into essential industries, and it would provide the psychological stimulus which was needed in order to finish the war as soon as possible.

The minority reemphasized that no legislative measures would improve the manpower situation as long as current labor supplies were not fully utilized. They also stressed that use of compulsory recruitment methods would be detrimental to the war effort because greater cooperation of the people could be obtained with voluntary methods.

Policy Statement on National Service Legislation

The discussion led to a poll with eight votes in favor of, and three against, legislation. The Committee issued a statement in favor of national service legislation. In this statement the Women's Advisory Committee registered its opposition to any national service legislation which would not include women as an integral part of the labor force. The Committee recommended further with regard to women to exempt women with children under 16 years of age and not to establish an age differential between men and women.22/

21/ Cf. "United States at War," op. cit., p. 452.

22/ The recommendations referring to both men and women included suggestions made by Committee members, such as enforcement of removal of discriminatory practices on the part of employers and protection of seniority and other rights of employees in cases of transfer. The Committee further recommended penalties for those who would refuse to work or to engage in training for work; provision of transportation and suitable working conditions and housing facilities for workers transferred from labor surplus to labor shortage areas, and administrative responsibility to be placed with the Women's Advisory Committee.

Nothing ever developed as a result of this policy statement because the proposal for a labor draft, which had been controversial since the spring of 1942, finally died with the failure of the Austin-Wadsworth bill to be reported out of Senate Committee in March 1944. From this point onward, labor mobilization programs were continued on a voluntary basis and the United States never reached the need for conscription measures such as were adopted in Great Britain.

However, the main interest of a number of Committee members in a national service act at this time was to provide for the full inclusion of women, as well as for their protection, if such an act were passed. Therefore it cannot be said that all of those who favored Mr. McNutt's proposal for a labor draft were ardent protagonists for labor conscription so much as for assuring that women were properly considered. Some who voted in favor of labor draft had no strong conviction about it; rather they felt it to be inevitable in the current situation.

Training for Industrial Work

The Committee's considerations of recruitment problems were closely related to the Committee's approach to the question of training. From the first and with the early support of the Women's Bureau, the need for training opportunities for women was recognized by the Women's Advisory Committee as an integral part of a womanpower program. During the Committee's discussion in October 1942 on basic policy for women workers it was brought out that the majority of women to be recruited for employment had never worked, had no knowledge of the technical requirements of a job and needed preemployment training or training on the job if they were to be used effectively. When the Women's Advisory Committee developed its basic principles regarding the employment of women in the war, the Committee recommended a policy under which women, on the same terms as men, on the basis of ability only, and regardless of race, national origin and creed should be given training opportunities.

The Women's Advisory Committee's basic policy on training was accepted by the War Manpower Commission in its own policy statement on Recruitment, Training and Employment of Women Workers of October 17, 1942. At the same time, Miss Hickey, in a public statement on training of women, recorded the special features of some individual training programs in several parts of the country, but especially on the West Coast, and pointed out that carefully planned training courses had reduced the time required for learning a job by a considerable percentage.

Prior to the Women's Advisory Committee's emphasis on the need for training opportunities for women workers, the Women's Bureau, and especially Miss Anderson, had appealed to manpower officials in 1942 to consider a training program for women workers. According to the Bureau's experience, in-plant training programs proved to be a more acceptable method to employers than preemployment training courses. Although employers agreed that preemployment helped the new worker to acquire background knowledge and to choose her future job more carefully than without any orientation, they claimed that preemployment

was wasteful because workers had to be re-trained in the individual plant where they accepted employment. Most employers, as they changed from men workers to women workers, proceeded with training programs of their own; however, other employers cooperated with "Training Within Industry" programs, which started in 1940.23/

In January 1943 the Women's Advisory Committee devoted the major part of its meeting to a report on "Training Within Industry" by War Manpower Commission staff, including a demonstration lesson with illustrations from the Job Instruction Training Course; but no action was taken by the Committee until October 1943 when the Women's Advisory Committee released a public statement by Miss Hickey in support of the War Manpower Commission's training program. In this statement Miss Hickey stressed that women new to any work experience not only needed training in skills but also needed help in general adjustment to factory conditions and procedures before they could be used effectively in production. As a special program for women workers the Committee recommended the following four phases of training:

(1) Orientation and pre-production training.

(2) On-the-job training under trained instructors.

(3) Supplementary training for those who wished to increase their skills.

(4) Re-training for transfers when needed by increased war production.

Training for Agricultural Work

Since the Women's Advisory Committee had been instrumental in arousing women's organizations to set up local agricultural committees to organize women's participation in farm work, it felt responsible for further suggestions regarding training facilities. In February 1943 the Committee recommended that the War Manpower Commission open up training facilities in agriculture. It suggested especially that schools and other agencies should be used to offer courses in handling of machinery, animal husbandry, and in harvesting of crops. To what extent the Women's Advisory Committee recommendation affected the development of agricultural training facilities is difficult to ascertain. It may be assumed, however, that through its cooperation with women's organizations and their local joint committees the Women's Advisory Committee was at least partly responsible for the efforts of these committees to

---

23/ "Training Within Industry" was a cooperative plan of management and labor within industry and was designed to train new workers and re-train workers already employed for transfer to other jobs. A special part of the program which became more important in 1943 was geared to the training of supervisory personnel.

recruit women for local short-term training courses, such as one-day tractor schools. Miss Hickey reported a month later to the Committee that a good start had been made with local training plans. With a few exceptions no formal training of women for agricultural jobs through facilities of schools and colleges was provided. Farmers, like industrialists, preferred to do their own "on-the-job" training.

Summary of Employment Policy

A summary of the basic principles of the Women's Advisory Committee policy on wartime employment of women is contained in the Committee's statement on Recruitment, Training, and Employment of Women of October 1942 which recommended the following:

(1) Removal of barriers by management and labor organizations to the employment of women in any occupation for which they are or can be fitted.

(2) Employment on the basis of qualifications for the job without regard to race, national origin, or creed.

(3) Removal of upper age limits so that large numbers of older employable women could be brought into the labor market.

(4) Wages paid on the hours of work performed, irrespective of sex.

(5) Provisions for safety on the job.

(6) Safeguards for health of women workers through provision of adequate medical service, 1 day of rest in 7, 8-hour shift, a maximum 48-hour week, scheduled rest periods and days, and adequate eating facilities for each shift.

(7) Provision of counseling services to assist in the induction, integration, and follow-up of the newly employed women workers.

The Women's Advisory Committee's basic recommendations regarding employment of women were shortly afterward supplemented by special recommendations for the employment of youth under 18. The Women's Advisory Committee recommended, also in October 1942, safeguards for their intellectual and physical development through preserving and enforcing the existing school-attendance laws and child-labor standards. In case of a severe emergency and need for relaxation of such laws, the Committee urged observance of minimum requirements with regard to physical and educational standards.

The Women's Advisory Committee's basic principles regarding employment of women and of youth under 18 in wartime were accepted as national policy by the War Manpower Commission in October 1942 and January 1943, respectively.

Utilization and Job Adjustment

Throughout its existence, the Committee was strongly interested in the problem of full utilization of womanpower, either through bringing into employment untapped womanpower reserves or through job adjustments for already employed women. However, in only a few instances did the Committee follow up by special action its basic recommendations with regard to employment and full utilization of women war workers. Some of the problems involved were dealt with in different contexts, as for example, the continuous discriminatory practice of employers, which was discussed several times in connection with national service legislation. Through its cooperative program with women's organizations and through personal contacts of members in their regions the Committee maintained channels for publicity aiming at local implementation of the basic policy. For action, the Committee depended largely on United States Employment Service offices.

Discriminatory Practices

With regard to discriminatory practices the Women's Advisory Committee took the following specific action:

In December 1942 an individual incident of racial discrimination was brought to the Committee's attention. The Committee voted to refer the case to the Fair Employment Practices Committee of the War Manpower Commission. Late in 1943 the Committee became interested in reports that the Civil Service Commission discriminated against women as candidates for top executive positions in Government. The problem was discussed at length, but a formal recommendation was postponed pending further study. There is no evidence in the minutes or recommendations of the Committee of any follow-up in this matter.

In August 1943 the Committee discussed the problems of another special group of workers discriminated against by employers, the older women, and passed a motion urging the War Manpower Commission to continue emphasizing the need for increased utilization of older women.24/ In a public statement urging the increased utilization of older women Miss Hickey pointed out at the same time that employment of older women (from 50-70 years of age) had increased much more slowly than that of men of the same age groups and that in many areas the traditional upper age limit had been lifted for men, but not for women. The Committee took no specific action on this issue but requested a study on the employment of older women by staff of the War Manpower Commission.

24/ An interesting counterpart to this problem was brought out during the discussion in which members stressed the need for additional public relations effort to break down indifference on the part of retired or leisure-class women, as well as resistance of husbands against paid employment of their wives.

Wages and Hours

The question might be raised as to why the Women's Advisory Committee did not concern itself to a greater extent with problems pertaining to wages and hours for women workers, in spite of the fact that prewar standards were frequently threatened by wartime relaxation practices. The answer to this question lies partly in the fact that in a war economy regulation of wages and hours become part of a national system of controls. Although the Labor Department and its Bureaus, which were particularly interested in maintaining prewar standards with regard to hours and wages, never ceased to oppose extended relaxations, the Committee may have felt that it was necessary to subjugate the interests of special groups to the needs arising from the national emergency.

All major policy statements adopted, both in the basic platform and later in the postwar recommendations, included the principles of equal pay and safeguards on hours of work. War Labor Board decisions were reviewed for inequities, when the opportunity permitted, by the Chairman herself, and special attention was given to the equal-pay principle in union contracts.

The Committee's focus on wages and hours differed from that of the British women to some degree. Considerable attention was given in Britain to the question of hours of work because of the nature of the emergency which required the limit in manpower. British women were also subject traditionally to far greater open discrimination in wages than took place in the United States.

One full meeting of the Women's Advisory Committee was devoted to discussing the implications of the 48-hour week as introduced in war plants in September 1943. The consensus was that there should be no defined differentiation between the work of men and women so that industrial assembly lines could be maintained without disruption, and the Committee issued no recommendation on this increase in hours.

Safety and Medical Services

Throughout 1943, as women workers in large numbers entered employment which had formerly been considered "men's" work, the Women's Advisory Committee received reports from War Manpower Commission staff and from local committees on lack of adjustment of women workers within the plants all over the country. Problems of safety had been left largely to the individual employer's initiative, and inspection provisions were inadequate. In the fields of health, hygiene, and nutrition, Federal agencies (U.S. Public Health Service and the Nutrition Division of the Office of Defense Health and Welfare Services) had given some consultation to State industrial hygiene departments or individual employers, but no Federal agency had supervisory power to act on a State or local level so that an uneven program of in-plant facilities had developed. Of course, the Women's Bureau had given much consultation along these lines to employers who took some initiative, and Bureau field agents visited over 500 plants during the war period for this, among other purposes.

In March 1943 in a basic policy statement on plant and community facilities (which was forwarded to the War Manpower Commission, incorporated into a Guide for Programs on Plant and Community Facilities and Services, transmitted by the War Manpower Commission to the field in October 1943) the Women's Advisory Committee expressed the need for the following provisions:

(1) That safety provisions be supplemented by adequate safety education.

(2) That adequate medical services should include first-aid and treatment facilities as well as necessary medical and professional personnel.

Physical Examinations for Shipyard Workers

When conditions in war plants, especially in the shipbuilding industry on the West Coast where large numbers of women were employed for the first time, began to cause heavy turn-over and absenteeism in the spring of 1943, the Kaiser Shipbuilding Corporation requested two staff members of the War Manpower Commission, Dr. Sparks and Thelma McKelvey, to study conditions in their plants.

In June 1943 Miss Southall of the War Manpower Commission staff, who had gone with Thelma McKelvey to the Kaiser plants, reported to the Committee on the results of their inquiry, and in accordance with the War Manpower Commission's conclusions, the Women's Advisory Committee adopted unanimously a recommendation to the Chairman of the War Manpower Commission requesting him to urge the Shipbuilding Stabilization Committee of the War Production Board to provide physical examinations for shipyard workers, particularly women. The first recommendation was followed up in August 1943 by another recommendation to the War Manpower Commission requesting that the Committee be advised of further action taken by the War Manpower Commission. The Women's Advisory Committee was informed that a letter from Mr. McNutt transmitting the Women's Advisory Committee's recommendations had gone to the Shipbuilding Stabilization Committee, had been transmitted from there to Donald Nelson, Chairman of the War Production Board, and was placed on the agenda at the Pacific Zone Conference.25/ The Women's Advisory Committee's recommendations were discussed by the Subcommittee on Health, Safety, and Sanitation of the Pacific Coast Zone Conference in Seattle in November 1943 and were again placed on the agenda of the full Pacific Coast Zone Conference in Portland in February 1944,26/ but the result is obscured by inadequate documentation.

25/ See Minutes of August 12, 1943.
26/ Cf. "History of the Women's Advisory Committee," War Manpower Commission, 1944, (5 pages mimeographed).

Maternity Protection Policy

At the February 1944 meeting the Committee heard reports from staff members of the Children's Bureau on maternity problems of women workers in industry. The Children's Bureau had made a survey 27/ of 10 plants employing a total of 250,000 women to study maternity provisions and programs. The survey revealed that the usual practice was termination of employment rather than maternity leave and that few plants had any policy regarding prenatal care or selection of special jobs to which pregnant women should be assigned. The Children's Bureau had published the results of the survey and outlined the following provisions which should be part of a comprehensive maternity policy:28/

(1) Avoidance of penalizing regulations.

(2) Examination of women to determine continuation of employment.

(3) Job evaluation and transfer to other work.

(4) Periodic check-ups.

(5) Reasonable prenatal and postnatal leave.

(6) Cooperation of industry and unions to protect reemployment and seniority rights of women on maternity leave.

The policy statement had been distributed to labor unions and to industry. The Committee passed a recommendation to assist in the distribution of the Children's Bureau's statement. In April 1944 Miss Hickey reported that through the Committee's efforts in distributing the Maternity Policy Statement almost 4,000 copies had been sent out within 1 month.

Absenteeism and Turnover Among Women Workers

Throughout 1942, 1943, and 1944, as war production needs became more urgent, stabilization of labor became a major problem and manpower officials were increasingly interested in the causes of and remedies for absenteeism and turn-over which developed into a threat to the effort of meeting production schedules.

27/ See Minutes of February 16, 1944.

28/ Cf. "A Maternity Policy for Industry," U.S. Department of Labor, Children's Bureau, 1943. This statement, published by the Children's Bureau, had been preceded by another statement, prepared jointly by the Women's Bureau and the Children's Bureau: "Standards for Maternity Care and Employment of Mothers in Industry," July 1942.

Recommendations for In-plant Counseling

It was recognized that absenteeism and turn-over were higher among women than men.29/ The Women's Advisory Committee took the point of view that the major cause for absenteeism of women workers lay in the failure of communities to provide facilities to assist the woman worker in her dual role of worker and homemaker, but that maladjustment of the newly employed woman worker to industrial life was another important cause. The Committee agreed that counseling services in industrial plants would be instrumental in accomplishing a better adjustment of women workers to employment, in the improvment of efficiency and morale of women workers, and in helping the reduction of absenteeism and turn-over.

Before the war some industries which employed women had provided counseling services. Others introduced such services during the war as they employed larger numbers of women or employed women for the first time. Initiative in introducing a counseling service and selection of counseling personnel was left entirely to the individual employer. Up to 1943 the Women's Bureau alone had been concerned with counseling services for women in industry; their recommendations were available on request but had not been adopted as general policy.

The Women's Advisory Committee had included in its original policy statement on the employment of women a recommendation regarding counseling service as a method of inducting, integrating and following up newly employed women workers. Throughout 1943 the Committee collected factual material from the War Manpower Commission and from community sources in the members' regions about individual attempts in industry to reduce absenteeism and turn-over through the use of counseling. In December 1943 Miss Hickey released a public statement in which she recommended wider development of in-plant counseling services. Her recommendation was illustrated by individual experiments in which the employment of counselors had led to elimination of technical or morale problems and had thus reduced absenteeism and turn-over. Miss Hickey further made some basic recommendations regarding the areas in which a woman counselor should be used, such as orientation, placement, safety, health, and clothing regulations, training, assistance to workers with personal problems, and assistance to supervisory personnel. In addition, standards for the selection of women counselors were included in the statement. Miss Hickey stated that the key requirement for a woman counselor was training in, and ability to deal in, human relations rather than any specific experience in industry, which could be acquired.

29/ In its June 1943 meeting the Committee was informed by War Manpower Commission staff members that absenteeism in general was one-third higher among women than among men.

In the April 1944 meeting of the Women's Advisory Committee the item of women counselors in industry was on the agenda. Mrs. Frances W. Trigg, Special Agent in War Production Training of Women, Office of Education, discussed with the Committee certain problems to be solved before counseling services in industry could become fully effective. She reported that employers apparently had failed fully to accept counseling service as an important function within the plant. Many had chosen counselors from among friends of executives, socially prominent women social workers, in general only women without industrial background.30/ No special training for counselors had been provided. The result, in many cases, had been that women workers did not accept the counselors and that their presence in the plants had remained ineffective. Furthermore, management had failed, as a whole, to give the woman counselor the status and authority necessary for the job.

During the discussion Committee members reemphasized their belief in the effectiveness of carefully planned counseling services, although they agreed that good personnel relationships and good supervisors remained the most important factors in the attempt to work towards stabilization of women's employment. A member suggested that copies of a "Job Analysis for Counselors in Industry," which was in the process of preparation by the Office of Education, should be disseminated through the American Management Association and the National Association of Manufacturers, particularly since several Committee members had personal contacts with those groups.

Part-Time Work — The Women's Advisory Committee's interest in part-time work developed as an integral part of the Committee's preoccupation with the problem of the lack of full utilization of womanpower. In April 1943 the Committee had its first discussion of part-time work. It was pointed out that large numbers of workers, and especially women workers, could be made available for employment in areas of critical labor shortages if employers would cooperate in part-time arrangements. Committee members agreed that many housewives who were unable to combine full-time employment with their domestic responsibilities and women not fully employed could be used for short periods during the day, or for several days within a week, to share industrial jobs with other part-time workers or to serve as relief for full-time workers, if employers could be persuaded to make the necessary adjustments in plant organization.

At the Committee's request, the War Manpower Commission had prepared two reports on part-time work, one on past experience and the other on

---

30/ The lack of industrial background apparently was a more serious obstacle towards the acceptance of counselors by workers than Miss Hickey assumed in her statement. Mrs. Trigg pointed out that counselors without any previous industrial experience did not speak the women workers' language and found it hard to establish rapport.

the special problems arising from split-shift arrangements in industry,31/ and Miss Anderson reported at the April meeting of the Women's Advisory Committee that the Women's Bureau was in the process of making a study of part-time work. The Women's Advisory Committee decided to postpone a policy statement of its own until the Women's Bureau study was ready for release, but they reviewed Miss Anderson's recommendations.

The Women's Bureau recommended wider use of part-time employment of women to increase war production, to avoid, if possible, the extension of hours of regular women workers beyond 8 hours a day or 48 hours a week; also for the purpose of meeting essential civilian requirements and release at the same time some full-time workers for war production industries; and especially to reduce absenteeism of full-time workers through relief shifts.32/ It was further recommended in the Women's Bureau statement that wage rates and work conditions should be the same for part-time workers as for full-time employees; that beginning and ending hours should be adjusted to the needs of women with children of school age and that women with children of preschool age should not be recruited.

In its statement released September 1943, the Women's Advisory Committee followed the Women's Bureau's recommendations and said specifically that part-time arrangements should be introduced only under the following circumstances:

(1) If the supply of full-time workers is inadequate.

(2) If a man with "older" seniority rights bids on a job that a woman can do and that a woman holds, he shall stay on his job if it is one that only a man can do or shall be transferred to a similar job.

(3) Women are to be considered as "temporary" for the duration on all jobs which are considered "men's jobs." On such jobs women acquire seniority rights only among themselves.

(4) After the war, those women who stay on their wartime jobs shall acquire the same seniority status as men, with seniroity retroactive.

In addition it was reemphasized that this policy should not affect the principle of equal pay. Apparently the Committee made no attempt to follow up this recommendation.

31/ Cf. "Review of Experience in the Use of Part-time Workers" and "Problems Incident to the Employment of Part-time Workers," War Manpower Commission, Bureau of Program Planning and Review, Washington, 1943.

32/ Women's Bureau, "Part-time Supplement of Women in Wartime," Special Bulletin No. 13, June 1943.

Community Adjustments

The Women's Advisory Committee gave a great deal of consideration to the question of community adjustment to women's employment as a means of maintaining full use of the womanpower reserve and of protecting the long-range national interest.

The basic principle which underlies the Committee's entire policy in the field of child-care facilities was formulated in the Committee's original statement on the "Recruitment, Training, and Employment of Women" of October 1942. This statement postulated that, in order to protect the family group and to disrupt family life as little as possible, the recruitment of women with young children should be postponed until all other local labor reserves were absorbed and that community-sponsored facilities for mothers of young children should be provided if such mothers had to work. The War Manpower Commission adopted the Women's Advisory Committee's recommendation and incorporated it, in January 1943, in its "Amendment to Policy on Employment in Industry of Women with Young Children."33/ Point IV of the Statement says specifically:

> "Whenever it is found that women with young children are gainfully employed in essential activities, or that the labor requirements of essential activities have not been met after the exhaustion of all other sources of labor supply and that to meet such requirements, women with young children must be recruited, it is essential that:
>
> "(a) Such women be employed at such hours, on such shifts or on such part-time schedules as will cause the least disruption in their family life; and
>
> "(b) If any such women are unable to arrange for the satisfactory care of their children during working hours, adequate facilities be provided for the care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers or employer groups."

Survey of Existing Child-Care Programs

In an effort to work towards implementation of basic policy on community facilities, a subcommittee on ways and means was established immediately after the Women's Advisory Committee's appointment. The subcommittee started its work with a survey of existing child-care programs.

33/ See "Manual of Operations," War Manpower Commission, Title III, Section 2-2(1).

In the field of community and child-care facilities for women workers, a report was presented to the Committee by Miss Anderson at a meeting in February 1943. The Women's Bureau had developed a program of cooperation on the question of inadequate community facilities with the War and Navy Departments as well as with the Wage and Hour Division. The Women's Bureau had further been requested by the War Manpower Commission to cooperate with Dr. Taft, head of the Office of Defense Health and Welfare Services on this problem. In response to this request, Women's Bureau field staff were making surveys in communities with concentration of war workers where the lack of community facilities was recognized as detrimental to production efforts; in addition they served as consultants in such communities.34/

At the meeting in February 1943 at which Miss Anderson gave her report, the Subcommittee on Community Facilities also made its first major report on day-care facilities for children of women workers. The report disclosed a very complex situation.

At least six major Government agencies were engaged in individual day care programs.35/ The Committee's consensus was that the need for coordination was urgent. However, the Committee decided against making recommendations as to the selection of any particular Federal agency as coordinator of a day-care program. It may be assumed that the Committee's decision against a definite recommendation was based partly on the consideration that the problem of child-care facilities was peripheral to its major task, which was the full mobilization of womanpower, and should remain the major responsibility of agencies directly concerned with child care; it may also be that the Committee thought it unwise and beyond its advisory function to become actively involved in the jurisdictional conflicts of agencies interested in day-care programs.36/

34/ The results of these surveys in 37 war-industry communities were published as Special Bulletin No. 16, "Community Services for War Workers," Women's Bureau, U.S. Department of Labor, February 1943.

35/ The Office of Defense Health and Welfare Services (WMC), the U.S. Office of Education, the Children's Bureau, the Federal Works Agency, the Office of Civilian Defense, and the Works Project Administration.

36/ The Federal Works Agency was administering funds which had been made available in 1942 for child day-care centers from appropriations under the Community Facilities Act of June 1941 (Lanham Act). The FWA used the former WPA child-care facilities without regard to plans for day-care facilities on a State and local level which the Children's Bureau was working on jointly with the U.S. Office of Education after receiving $400,000 from the President's Emergency Fund in August 1942.

Recommendations on Community Facilities

The Women's Advisory Committee formulated its own recommendations to the War Manpower Commission on community facilities policy in March 1943, based on the Women's Bureau study of 37 war production communities. The Women's Advisory Committee's recommendations called for:

(1) Adequate medical and sanitary conditions (in communities with workers in war production and essential civilian services).

(2) Expansion and adaptation of eating facilities (in communities with concentration of war workers).

(3) Expansion and adaptation of school facilities, provision of adequate number of qualified teachers.

(4) Child-care provisions in form of nurseries, extended school programs, daily foster-home care, homemaker service, supervised playground facilities.

(5) Adult recreation facilities.

(6) Adjustment of shopping facilities in accordance with work hours and plant locations.

(7) Opening up of community counseling and information services to help the immigrant workers and their families orient themselves in and adjust to the community.

During the discussion of the draft, several Committee members pointed out that the need for immediate implementation was urgent and that additional recommendations regarding machinery for execution of the policy were indicated. However, another group of members maintained that implementation would be the operating agency's (i.e. the War Manpower Commission's) responsibility. The Committee compromised on making a strong statement to the War Manpower Commission as to its responsibility for prompt implementation of the policy. The Committee further passed a motion to the effect that, if the Women's Advisory Committee recommendations were accepted by the War Manpower Commission, the policy statement should be widely disseminated; if, however, the Women's Advisory Committee's recommendations were not to be accepted, they should, nevertheless, be widely publicized as the Women's Advisory Committee's policy. In October 1943, the Committee's recommendations were included in the War Manpower Commission's "Guide for Programs on Plant and Community Facilities and Services" and the Guide was distributed through War Manpower Commission field offices.

In accordance with the Committee's decision in March 1943 to refrain from making recommendations on implementation of basic policy on community facilities, the Committee subsequently did not make any

systematic attempt to work further at getting action on this problem. It did, however, continue to reemphasize, through repeated formal recommendations, the War Manpower Commission's responsibility and the urgent need for implementation.

Special Action on Day-Care Centers

A test case arose when the Kaiser Shipbuilding plant received in May 1943 an appropriation of a million and a half dollars from the Maritime Commission to set up child-care centers. The Women's Advisory Committee was unanimous in considering this event a profound break with national policy as enunciated by the War Manpower Commission and based on Women's Advisory Committee recommendations. The Committee had strongly recommended that a program for child-care facilities should be developed and that such child-care facilities should be sponsored by the community, not by the individual employer. When the Committee learned of the allocation of funds to the Kaiser Corporation, a memorandum protesting this action was sent to Mr. McNutt who, in turn informed Mr. Kaiser and the Maritime Commission of the reaction by the Women's Advisory Committee. The allocation of funds could not be annulled. Mr. Kaiser had received the funds. However, he assured the War Manpower Commission Chairman that the project would be handled through community facilities. The Women's Advisory Committee's protest further resulted in a statement from the War Production Board that no grants of this kind would be given to any other employer, until the Kaiser plan had been tried. There is no evidence of any other identifiable allocation of Government funds to private employers for the purpose of setting up day-care centers.37/

It is interesting to note further reports in connection with the Kaiser incident. In April 1944 Mrs. Dunbar, the West Coast member of the Committee, reported in Committee meeting that the Kaiser center was under-utilized to such an extent that the company was now accepting children of working fathers. The greatest obstacle to greater utilization of the center appeared to be the transportation of the children. Other Committee members and War Manpower Commission staff members pointed out that, in general, the public's acceptance of day-care facilities was slow, not only because of poor location and transportation problems, but also because public opinion continued to associate day-care services with charity and social-welfare programs.

Shopping Facilities

After the 48-hour week was introduced reports came in from War Manpower Commission regions to the effect that storekeepers did not make a sufficient effort to adjust store hours to women's work hours. The Women's Bureau was also

---

37/ There is, however, evidence that a number of other employers were allocated money, in the "cost-plus" part of the defense contract, for the purpose of establishing child day-care facilities or other community aids to war production. The extent to which this was done has not been estimated.

concerned about the disruptive effect on employed women of inadequate shopping facilities and issued, in May 1943, a policy statement in which it was urged that shopping facilities must be provided if women workers' efficiency was to be maintained and if turn-over and absenteeism were to be avoided. The Women's Bureau recommended that retail and service establishment hours should be adjusted to work hours. The Women's Advisory Committee recommended that the War Manpower Commission support the Women's Bureau's statement and the War Manpower Commission accepted this recommendation and included the Women's Bureau's recommendation for the adjustment of store hours in its field instructions.

Throughout the war, shopping problems of women war workers, as well as housing, transportation, in-plant, and other community facilities problems, were never satisfactorily solved in a general way although some individual communities found solutions to some aspects of the entire problem. However, early in 1944, a War Manpower Commission staff member reported to the Women's Advisory Committee that the dissemination of the War Manpower Commission community facilities program through the local offices had been effective in easing some of the community facilities problems. One instance was cited in which absenteeism had decreased from 13 to 3 percent within 1 month after shopping facilities had been provided.

Educational Opportunities

Reports from the regions alerted Committee members to the growing shortage of teachers, especially in rural communities. The lack of qualified teaching staff combined with the overcrowding of physical facilities in war production centers caused the Women's Advisory Committee to pass a motion on June 16, 1943, calling the attention of women's groups to the growing shortage of teachers in rural schools and urging them to lend their assistance towards averting a critical situation during the coming school year. In December 1943 the Women's Advisory Committee requested the War Manpower Commission Chairman to urge the War Production Board to review and relax restrictions on materials for the construction of school buildings. There is, however, no indication that either of the two motions was followed up by the Commission.

Reconversion Adjustments and Postwar Planning

As early as May 1943, when the Committee was confronted with many current problems that needed immediate attention, members began nevertheless to include postwar problems in the agenda. Postwar planning was considered by the Women's Advisory Committee as essential, not only as an integral part of any long-range planning, but as a means of intensifying the war effort. In working and fighting, people must be sustained by thoughts of the peace to come, according to the Committee's belief.38/

38/ Similarly, the Women's Bureau staff had begun to gather data on postwar problems and to think about the implications of transition. Special Bulletin No. 18, "A Preview as to Women Workers in Transition from War to Peace," issued March 1944.

In December 1943 the Committee released a public statement in which it dealt with postwar problems as they concern women workers. The statement called for continuation in the postwar period of the Women's Advisory Committee's basic policy on the employment of women workers, especially for sustained effort to remove all barriers by management and labor unions to the employment of women in occupations for which they are, or can be suited; for the admittance of women to training programs on equal basis with men; and for equal wages. The Committee added a warning, addressed to those who believed that all women war workers would return to their homes after the war. The statement says:

> ". . . but any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status, which they do not wish to lose.
>
> "Prospects for job security and other new job opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace."

By unanimously passed motion at the December 1943 meeting, the Committee submitted the statement to Mr. McNutt with the request to submit it to Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy in the Office of War Mobilization. On December 31, 1943 Mr. McNutt transmitted the statement to Mr. Baruch.

Some problems, essentially postwar or reconversion-connected, became acute a considerable time before the end of hostilities. For example, the problem of the separation of women from war jobs was serious long before the end of the war. Early in 1944 the Committee's discussions revealed concern about the social and economic effects of current layoffs of women workers. Large numbers of women were being prematurely dismissed from plants throughout the country in a spirit of "the war is in the bag." The Committee felt keenly that, in view of probably much greater numbers of separations at the end of the war, it was necessary to form a basic policy as early as possible. The recommendations which the Women's Advisory Committee made to the War Manpower Commission on February 16, 1944, for adoption of a basic policy on the withdrawal of women from industry were as follows:

(1) Provision for counseling service in industry on:

(a) other job opportunities in the community;

(b) re-training programs;
(c) social security rights.

(2) Humane treatment of separations, through early notice.

(3) First groups to be laid off: Split-shift workers and youth.

(4) Women workers who wished to return to their homes after the war to be urged to resign voluntarily.

(5) Separation procedure to be developed under consideration of the following criteria:

(a) skill necessary on job;
(b) seniority on the job;
(c) dismissal pay based on length of service.

Both the statement that went to Mr. Baruch and the statement on lay-offs of women in industry were widely distributed by the Committee.

In June 1944 the chairman of the Women's Advisory Committee dissolved the Subcommittee on Post-War Planning as such, increased the membership of the Public Relations Subcommittee and merged the work assignments of both. The new committee retained the title of Public Relations Subcommittee, and Bess Bloodworth, the original chairman of the Public Relations Subcommittee, continued to serve. From then on the Subcommittee concentrated its efforts to a large extent on the development of a comprehensive policy statement regarding women in the postwar world. The formal policy statement was published in April 1945 and related to the status of all women, whether gainfully employed or engaged in homemaking. The statement refers to three groups of women and embodies the following principles:

(1) For women who work in their homes, the following recommendations--

Extension of SOCIAL SECURITY PROVISIONS benefiting the family.

Federal aid to EDUCATION to equalize educational opportunities; 16-year age limit; and creation of the post of Secretary of Education in the Cabinet; stress on vocational and adult education program.

Development of LOW-COST HOUSING program.

Development of an adult education program in NUTRITION.

Development of a NURSERY SCHOOL program.

(2) For women who work outside their homes, the following recommendations--

Expansion for women of existing TRAINING PROGRAMS and IN-PLANT FACILITIES.

Responsibility for "cushioning" SEPARATION EFFECTS to rest with the United States Employment Service to make possible a minimum of dislocation and suffering; to be implemented by provision of adequate staff and finances, and by appointment of advisory committees of men and women at every level;

Continuation of PART-TIME arrangements to meet the work requirements of special groups of women, e.g., wives of disabled veterans, wives with children who need additional income to meet the higher cost of living.

(3) For women in household employment, the following recommendations--

Inclusion of household employees under the SOCIAL SECURITY ACT, WORKMEN'S COMPENSATION LAWS, MINIMUM WAGE AND HOURS LAWS;

STANDARDS as to hours, vacations, sick leave, living arrangements.

EVALUATION OF THE COMMITTEE'S WORK

Introduction

Conclusions about the Committee's limitations and achievements can be drawn from several sources: What the Committee members thought about their own efforts and contributions, both during its existence and in retrospect; how persons in the agency to which they were attached regarded their achievements; and the record of their accomplishment, as far as it can be traced in the absence of detailed and contemporaneous documentation, which was not provided either in the minutes of the Committee or in the annals of the War Manpower Commission and other cooperating agencies.

In addition, an advisory group must be evaluated in relation to the appointing agency, since its scope, function, program and the way in which it is used are dependent extensively upon the agency it serves. The recognition of this fact is inescapable and provides a reasonable measure of performance, since it imposes equally certain responsibilities on both the agency and the advisory group. Theoretically, and regardless of pressures and circumstances, the appointing agent should determine conclusively the need for an advisory group, be able to establish a clear-cut set of objectives, arrange for appropriate consideration of

reports and recommendations, and be competent to appraise the recommendations. What action shall be taken upon recommendations is the final responsibility of the appointing agent, and the advisory group must be prepared to work on this basis, as any staff group. It must also understand fully the objectives of the agency it advises, accept the directives given to it, and within this framework develop its modus operandi and become productive.

An advisory group which is selected from among various affiliations and sets of experience, and whose members may have special interests, must learn to work, in as short a time as possible, as a homogeneous group. Without the day-to-day contact on the job, some burden is therefore imposed by the necessity of members to acquire sufficient technical data to give them background and focus and to enable them to develop a common basis of communication. On the other hand, there is an advantage in their partial detachment: They should be able to bring considerable objectivity to the tasks at hand.

Regardless of the adequacy of working relationships and the clarity of purpose of all involved, there are still external factors, particularly in large governmental agencies with complex interrelationships, that can effect the functioning and productivity of the advisory group beyond its control and beyond the control of the appointing agency within the time limits demanded by operating problems.

It is not feasible, and probably not practical, to attempt a detailed analysis of all the factors present in the external situation which may have affected the work of the Women's Advisory Committee, but the most obvious factors, for which positive documentation exists, will be taken into consideration.

Finally, it is not the purpose of this report to appraise the collective or individual competence of the Committee members or of the War Manpower Commission; nor would this serve any useful end. Conclusions are drawn along broad lines, and against accepted standards for administrative procedure, with full recognition of the discrepancies between theory and practice in all human organizations. An examination of the area of discrepancy is the justifiably recurrent task of those who continue to work collectively with the forms provided for getting things done in a complex and democratic society. It is hoped that this examination of the machinery affecting one segment of the gigantic manpower program of World War II may reveal, at least, some experience that can serve as partial check-list, guidepost, or area for further exploration to those who carry on the program in a parallel situation.

Limitations and Organization Problems

From the Committee's Point of View

No formal self-appraisal was made by the Committee at any time, but their minutes record considerable evidence of concern about the results of their labor. They seemed to be well aware of their advisory character and the

limitation it imposed. In fact, several of the members approached the job of Committee membership "with tongue in cheek," as one of them put it subsequently, wondering if there were a real place for such a group and whether their deliberations and conclusions would find the appropriate channels for expression and action, particularly in view of the unfavorable administrative attitude demonstrated up to the time of appointment toward acceptance of women at top advisory levels. Thus forearmed, they checked repeatedly upon the policy or action recommended on a specific topic to determine whether anything had been done toward implementation.

By the spring of 1943, a feeling of frustration had developed among Committee members concerning the apparent tabling or filing of the reports which they forwarded to the War Manpower Commission. This feeling, together with the still-unresolved problems of community provisions for day care of children for employed women resulted in issuance of a special invitation to Mr. McNutt for full discussion of both the general lack of progress which caused them some anxiety, and the urgent day-care problem before them.

Mr. McNutt appeared at the Committee meeting of May 12, 1943, and was presented with the situation regarding day care as an example of delay on recommendations. It was pointed out that the Committee had urgently advocated community-sponsored child-care facilities, but that no program had been developed to date. In addition, the Women's Advisory Committee recommendation that older and single women should be employed before women with children under 14, unless adequate child-care and community-facilities programs were developed, had been ignored. As a result of lack of adequate Government or community interest in facilities problems, employers felt that they had to take matters into their own hands. In the Kaiser case, for example, 500 children at the age from 6 months to 6 years had to be accommodated in company-sponsored day-care centers 39/ and, because of the lack of community facilities and especially of child-care facilities, absenteeism and turn-over of women had increased all over the country in industries employing large numbers of women workers. This tended to make employers antagonistic toward women workers and had increased employers' reluctance fully to utilize the available women-power reserve.

During the conference with Mr. McNutt, several Committee members, in order to express most strongly their criticism of the ineffectual status they felt the Committee had within the War Manpower Commission, compared their own status to that of the Management-Labor Policy Committee, which, they stressed, had definite authority and effect on War Manpower Commission policy and operations. Mr. McNutt, in his answer, pointed out that Miss Hickey's lack of full membership on the Management-Labor Policy Committee was only a formality and that, actually, she had frequently influenced the Management-Labor Policy Committee in a most

---

39/ See page 32.

constructive way. However, the Chairman of the War Manpower Commission did not yield to the request of the Women's Advisory Committee for more authoritative representation. The Committee requested (in view of the fact that now 16 million women were employed in industry) that Miss Hickey be appointed as a voting member to the Management-Labor Policy Committee 40/ and that qualified women be appointed to regional management-labor committees not supplemented to, but on the same level as, men. While Mr. McNutt, in an unofficial conversation with Miss Hickey, appeared to approve of the appointment of qualified women to the Management-Labor Committee, he formally refused to make appointments on any level explaining that he could not change the established membership of the Management-Labor Committee.

At the next meeting of the Women's Advisory Committee the War Manpower Commissioner explained in great detail the "staff" and "line" principles of organization under which the War Manpower Commission was set up in order to justify his refusal to appoint women members to management-labor committees on any level. Women's activities, according to the War Manpower Commission, should be integrated in total policy-making, but the solution of problems through program-making was the responsibility of operating officials. In conclusion, Mr. McNutt stated that the Women's Advisory Committee might make general manpower policy suggestions as well as recommendations concerning women in particular, but that before issuance of orders and specific programs the Committee's approval was needed only on women. The gains from this effort of the Committee to obtain an identifiable voice in planning were mainly those of mutual clarification of roles. Specific questions, like the day-care problem, seem to have been lost in the temporarily debated issue of relationship of the Women's Advisory Committee to the Management-Labor Policy Committee and the relationship, in general, of advisory groups to an administrative body. In addition to having the air cleared generally, Miss Hickey felt that the two conferences had led to better understanding, and the War Manpower Commission did agree to review the Committee's recommendations directly instead of having them submitted first to the Management-Labor Policy Committee, which had been the practice up to this time. On the other hand, Mr. McNutt apparently had felt it necessary to explain in detail the staff-line relationship and some of the formal mechanics of procedure which the Committee was not aware of to the same degree.

Another basic limitation which the Committee felt was the absence of technical assistance or staff of its own. The Women's Bureau and the technical staff of the War Manpower Commission were busy with full work programs of their own. One case in which this was keenly felt by

---

40/ Miss Hickey had been excluded a few days earlier from an emergency meeting of the Management-Labor Policy Committee, an incident which aroused the Committee's anger and may have been instrumental in crystallizing the Committee's review of its own function and status.

Committee members grew out of a report, at their June 1943 meeting, on the manpower situation on the West Coast. A member of the War Manpower Commission staff described the situation as follows: Employers were forced now to accept women workers but were shocked by the high incidence of absenteeism and turn-over; the question was, what methods should be used to stabilize this situation? The members suggested a study to find out whether there was any correlation between irregularities in women's employment and the adequacy of community facilities. They thought that exit interviews and polls should be conducted by a group of professional workers. When the discussion led to the conclusion that the only staff available would be from the United States Employment Service (whose activities had become less burdensome with the exhaustion of labor reserves) War Manpower Commission officials explained that appropriation cuts made this solution impossible. The chance to make a significant study of causes of employment instability and under-utilization of women workers was lost at this particular time. The various implications of the Committee's need for more technical assistance are to be discussed later. There is no record of consideration of alternatives to this limitation on the part of the Committee.

Problems of staff and time, however, were raised in several other connections by the Committee. The heavy workload of preparing for, and reporting upon, all meetings, was carried by Miss Hickey and the subcommittee chairmen. Apparently the War Manpower Commission was not able, in the emergency, to provide adequate assistance in the preparation of advance materials and the gathering of data. To what extent the Committee members would have made use of advance preparation, or study between meetings is, as with all such Committees, an open question.

Finally, the problem of official representation of women to a reasonable degree, at all levels, was one which the Committee felt as a limitation from its origin until its last meeting; this problem was, of course, interrelated with the entire pattern of administrative procedure as well as traditional attitude. Fuller participation of women on the Management-Labor Policy Committee could have opened the door to participation at the local level, but it cannot be stated with complete certainty that traditional attitudes provided the sole or greatest obstacle when some of the organizational factors are examined. Nevertheless, the Women's Advisory Committee sought and found some alternatives to limited participation on the appropriate official levels.

Several Outside Opinions

On program, it is believed by some reviewers in retrospect that a good opportunity was overlooked by the Committee to gather more data and develop important information on the subject of equal pay, since this was a period in which women were entering the labor market to an unprecedented degree and performing many jobs held before almost exclusively by men. There is evidence that discriminatory pay and work opportunity practices did exist; the issue of equal pay and its corollary, equal opportunity, may have helped to create obstacles to the fullest possible integration of womanpower at a time when the labor supply was most critical. Although

the Committee embodied the equality principle in all of its basic policy and program releases, there was comparatively little emphasis on equal pay.

Similarly, the question of equal opportunity appeared once or twice on the agenda for specific discussion, but was dropped in favor of more pressing matters and also because of the absence of data.

In extenuation of the Committee it must be pointed out that the dilemma which employed women face ordinarily is never so sharp as in time of labor shortage in a national crisis, which creates, on the one hand, the proper conditions for removal of discriminatory employment practices and which, on the other hand, imposes a situation upon women in which they are required to meet suddenly an arduous test of adaptability to new environments and versatility in carrying the two roles of employee and homemaker. Given the opportunity for the test, women are wary of attracting unpopular attention to issues in their own behalf. This consideration, and the fact that there was so much to accomplish in so little time, on the total womanpower mobilization, undoubtedly account for the lack of emphasis on the question of equal pay.

WMC Negative Attitude

There is no written record of War Manpower Commission appraisal of the Committee's limitations, and indeed very little concerning its achievements. Since limitations are under consideration, however, it will round out the story to include observations in retrospect about the Committee of some of the officials who were at the top administrative level in the War Manpower Commission and who maintain a continuing interest in favor of women's advisory services in connection with the manpower program. After 6 years, these comments, in the nature of general impressions, relate mainly to the atmosphere into which the Women's Advisory Committee stepped at its first meeting.

There was a difference of opinion between the Director of the Women's Bureau and the representatives of some, but not all, women's civic groups as to the method of participation of women, but all agreed that the extent of staff participation of women, on women's special problems, within the War Manpower Commission organization was inadequate. At least three identifiably different points of view on method of using women advisers were recognized early by manpower planners in the Department of Labor and later by the War Manpower Commission as well. There is no doubt that each point of view was represented with considerable persistence, and in the climate of war crisis it was easy for men of the administration to evade the pressures or dismiss the requests for action as unnecessarily feminist, thus reacting in accordance with tradition. Many informal as well as official conferences took place concerning the method of women's participation, and in the process there was probably no agent or agency representing women which was not questioned or unfavorably criticized as to competence and objectives, either by hard-pressed administrative officials or by the various women's representatives who defended their own separate proposals and who, it

must be admitted, were each as biased in their own favor as many other organizations fired with patriotism and anxious for recognition. Whether women react more emotionally than men in this kind of situation is less important to administrators than to students of human behavior; the fact is that women, like other groups which have a minority role at any given time, are likely both to use defensive tactics and to become more vulnerable to biased criticism. There is no doubt, according to lasting impressions of War Manpower Commission contemporaries, that the attitude toward women's participation was negative at the time of the appointment of the Women's Advisory Committee, as a result of pressures, counter pressures, traditional behavior patterns and the inability to unite for a common purpose in which all parties concerned must share responsibility.

Let it be said in favor of the Women's Advisory Committee that many of its members were not unaware of the emotional climate surrounding their initiation into manpower planning; some had decided misgivings, but the group managed to dissolve their fears in recognition of the larger job to be done. It took 7 months, however, from October 1942 to May 1943, before the War Manpower Commission and its staff advisers on women's problems sat down to consider the problem of how to improve communication.

External Factors — Only the most significant and traceable factors which affected the work of the Women's Advisory Committee are to be taken into consideration in this brief review. This is done with due appreciation for the arduous tasks which all persons faced in the manpower organization. Nor is it within the scope of this report to include an analysis of over-all policy and program in which every staff and line group or official participated. So that the conclusions drawn may be related in proper perspective it seems appropriate to preface them by an observation on the larger program, made in the Bureau of the Budget's historical review of this period:

> "The Nation's management of its war tasks was not . . . a smooth, uninterrupted, undeviating progress toward unchanging objectives . . . . The immediate objectives were highly flexible and the execution of the program was changeable, at times hesitant and uncertain. This had to be. The tasks were unique, the problems not well understood, the resources not well inventoried, the necessary objectives not always clearly visualized, the methods to obtain them untried . . . ."41/

There was, then, the war itself which provided an unprecendented situation in manpower planning, and within this framework, the use of women in the manpower program to an unusual degree and in tradition-breaking patterns. Nevertheless, several questions may be asked in accordance with the responsibilities imposed upon the principal manpower organization for

---

41/ "The United States at War," p. 506. Bureau of the Budget, 1946.

the use of women advisers in this period: (1) Was the need for a Women's Advisory Committee clearly established? (2) Did the terms of appointment specifically set forth objectives for the Committee? (3) Was the organization plan for use of women's advisory services appropriate to the need and practical for getting policy into operating channels?

The need for counsel on women's problems was recognized in the early organization of the War Manpower Commission by the appointment of one woman staff consultant to the Director of the U.S. Employment Service in 1941 and, in 1942, another woman to the staff of the War Manpower Commission. Later a second woman staff consultant to the War Manpower Commission was appointed on a part-time basis. Meanwhile there had taken place, beginning in 1940, the several conferences between the Director of the Women's Bureau and the National Defense Advisory Commission,42/ and also conferences in 1942 with Mr. McNutt, about the appointment of women to the Management-Labor Policy Committee.43/ Between 1940 and 1942 various women's organizations had requested the appointment of women advisers in the manpower program, and as previously observed, several different groups and officials, not all in agreement as to the kind and extent of women's representation, had made themselves heard. It is the general opinion of War Manpower Commission contemporaries, that the Commissioner was not firmly convinced of the necessity for having a Women's Advisory Committee when he appointed them in August 1942, but that he had yielded to general pressures and recommendations.

Further, there were some doubts and uneasiness concerning what was then regarded as a developing attitude of militancy or a crusading spirit on the part of women leaders, especially in view of an unfortunate experience that the War Manpower Commission had at the outset in all-out recruitment-for-women-workers campaigns in several areas too far in advance of need, producing strained relations between employers, job applicants, the public, and the United States Employment Service. It was felt in some quarters that this early experience in overextended recruitment had been pressed by too zealous women's staff advisers.44/ Responsibility for the badly timed program rested upon the War Manpower Commission, and it cannot be positvely stated, in retrospect, whether it was a matter of inadequate supervision, inadequately trained staff, the misguided enthusiasm of one or two women's advisers, or whether it could be charged to the general confusion and haste attendant upon a complex and newly established organization in which the line-staff functions had not yet been crystallized nor the channels of communications wholly identified. Nevertheless, the tendency to prejudge women

---

42/ See page 1.
43/ See page 4.
44/ Based on interview with Richard D. Fletcher, Assistant Chief, United States Employment Service, who was wartime staff assistant in WMC.

as administrators and advisers, on the basis of one unhappy experience, emerged to cloud the atmosphere in which the Women's Advisory Committee was appointed.

Concerning the terms of appointment, Point 4 of WMC Administrative Order No. 22 is quoted again:

> "The Women's Advisory Committee is authorized to consider and recommend to the Chairman of the War Manpower Commission matters of major policy concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war. The Committee shall initiate studies and the formulation of policies, as well as consider those referred by the Chairman."

The first sentence is very comprehensive and certainly instructs the Committee that its role is in the area of major policy. The second sentence includes the initiation of studies, and this becomes a matter for discussion. Whether the Committee was to have technical assistance to make studies or whether it would have direct relationship with those agencies whose normal function it was to make studies is not clear. At this point, the question may first be raised as to why the Women's Bureau with its technical services for many kinds of studies was not directly tied in with the Women's Advisory Committee, or appointed directly to advise the War Manpower Commission on women's employment problems.

Again, while the Women's Advisory Committee was instructed to report to the War Manpower Commission, in the terms of its appointment, it was planned at once that all of its recommendations would be referred for action first to the Management-Labor Policy Committee. This tended to set up a delaying process and resulted in an organization pattern of having a committee work through another committee.

Meanwhile, the Executive Director of the War Manpower Commission was already deeply involved in problems of organization, jurisdiction, authority, and control related in part or in whole to the prosecution of the entire labor mobilization program. The Federal Security Agency and the Department of Labor each had had vested interests in a part of the manpower program, and the creation of a War Manpower Commission did not resolve jurisdictional disagreement; both the organization structure and the functions assigned were questioned or discussed at length by the War Manpower Commission and other agencies such as the War Production Board and the Selective Service System, the National Defense Mediation

Board (later, the National War Labor Board), to name a few principals. Also, the Management-Labor Policy Committee, although appointed by Commissioner McNutt in June 1942, tended to direct the War Manpower Commission rather than advise it.45/

Whether Mr. McNutt's intention in referring Women's Advisory Committee recommendations to the Management-Labor Committee was to delay action on them or to channel them appropriately, the effect was certainly to forestall consideration. Seven months later, however, when questioned by the Women's Advisory Committee on this procedure, Mr. McNutt may have been influenced to yield to a more direct working relationship as a result of his own experience with the Management-Labor Committee members. Similarly, his reason for not wishing to recommend a voting status in this body for Miss Hickey may have been based on his dissatisfaction with the Management-Labor Committee's assumption of authority.

Against this broad background which, although superficially treated, indicates the kind of organizational problems that confronted principal participants in the World War II manpower program, it may seem fruitless to pursue the organization question with respect to the special interests of women. But all large organization problems are a synthesis of multitudinous microscopic patterns, and the large administrative questions vary from the small less in kind than in degree. There is always, of course, more than one way to establish an architecture of organization, and theoretically perhaps an ideal way. A more serious tax upon administrative ingenuity and energy than establishing the perfect organization pattern is to get the job done, once the pattern is delineated for better or worse, and to a great extent this involves the principle of coordination of interrelated functions.

The question was raised earlier as to why the Women's Bureau was not more closely tied in with the Committee especially for the purpose of providing technical assistance. To pursue the question logically, it seems appropriate for the War Manpower Commissioner to have directly delegated the Women's Bureau with the task of initiating and carrying out all studies and research pertinent to women's role in the labor mobilization. In addition to making this division of work between the Committee and the Bureau, Mr. McNutt could have further provided for the coordination of the collective wisdom in both the specialized

---

45/ "The Committee contained several very able individuals, and its members were both closer to and more directly concerned with matters of labor supply than the Commission members. Thus while it had been originally conceived as a purely consultative body it soon proceeded on its own motion to discuss in detail all important actions proposed by the WMC staff and also to propound manpower programs of its own . . ." from "The United States at War," Bureau of the Budget, 1946, p. 187.

Government agency and the group of competent civilian advisers. As it was, the efforts of both groups reached their destination through more devious channels, and some were lost enroute or arrived too late, as a result.

The Women's Bureau Director of the period has pointed out on several occasions 46/ the duplicated effort that took place because the pertinent functions with respect to women's interests were not moved together organizationally at the outset. Standards of employment developed as early as 1940 by the Women's Bureau were applicable with few amendments to the womanpower situation in 1942 and could have been used by the National Defense Advisory Commission, and by the woman's adviser to the War Manpower Commission, and again later by the Women's Advisory Committee. Each of these bodies in turn deliberated upon the adoption of standards and upon many other policy matters that could easily have been channeled into the operational main stream much sooner, thus leaving the way open for deliberation upon issues in areas which had not been explored to the same degree.

Since the over-all civilian and military manpower agencies had some problems in working from a stage of competition to a program of coordination of effort, it is perhaps too much to have expected coordination of women's interests in civilian life with those of the newly organized women's branches of the armed forces. This particular question is still to be resolved in another era of national emergency. It is hoped that duplication will be reduced and the coordination increased.

Frequently, the answers given to some of the questions concerning the assignment of function are based on the assumption, or even positive judgment that this or that agency or bureau was not "ready" for responsibility, or that it was not considered adequate in size or quality for the job to be done. But the Nation, after all, was not "ready" for total war on all fronts, and yet grew in stature, under its responsibilities, to win the war.

It may be concluded, in this microscopic parallel, that the various women's groups also got the job done, that women's interests were, on the whole represented, and that ways were eventually found to coordinate efforts that had not been provided by officialdom. The outstanding exception to adequate handling of women's interests in this period lies in the inadequate and unsystematic provision for day care of children of employed mothers, and for housing and transportation in many tight labor-market areas, all of which affected production schedules as well as the national welfare. In turn, this "woman's problem," which cuts across the interests of the entire community and the manpower program, would undoubtedly have had greater attention at an earlier date if appropriate voice had been given to women on the Management-Labor Policy

---

46/ See especially "Woman at Work," op. cit.

Committee, and official representation in the community on the area labor-management committees. It seems sound, in any case, to permit a voice in their own affairs to one-third of the civilian working population, especially when that one-third carries a far greater proportion of responsibility for the maintenance of family and community welfare.

Achievements

The Record

Evaluation of the Committee's achievements is based primarily on the record. Review of the agenda and the amount of time and attention accorded to basic womanpower policy provides evidence of the Committee's collective judgment and sense of the appropriate. Although they produced very few original formulations of policy, but used extensively the materials at hand (such as Women's Bureau studies), it should not be concluded from this that they were lacking in creative ability, but rather that the situation did not require it. They appeared more and more to recognize their job as one of reviewing the materials already developed by technical and professional staff in the agencies in the light of their own varied background and experience, of giving the proper emphasis to proposals in relation to current need, and of obtaining action on the policy and procedure which they and many specialists had formulated.

The fact that some of the recommendations did not become an integral part of manpower operating procedure or were perhaps ill-timed is not the Committee's responsibility. For example, the child day-care program cut across the operating interests of many agencies and met obstacles through a general Congressional attitude of laissez-faire, if not outright opposition to broad Government participation in such matters. This, and other unproductive recommendations can perhaps also be classified in the too-little and too-late category.

The most outstanding contribution appears in retrospect to be the Committee's development of a cooperative program with women's organizations, as a way of obtaining participation by women in women's problems. As the Committee's deliberations increasingly centered around the need for cooperation of the entire community in a national program of full utilization of manpower, it seemed logical to utilize organizations whose members had had a great deal of experience in some aspects of community organization. The Committee was to a large extent instrumental in drawing together into a joint effort the various elements of many groups. After the Committee's success in initiating the organization of local joint womanpower committees to handle recruitment campaigns, the Committee concentrated increasingly on developing methods by which women's organizations could be drawn into the task of helping solve women workers' problems. More and more systematically were policy statements and recommendations of the Women's Advisory Committee with regard to in-plant and community adjustments, as well as reprints of cooperating agencies' statements and carefully selected and edited background

material, channeled into the communities through the women's organizations. To reach the public, the Committee did not depend on the regular channels of the press and local United States Employment Service offices.

War Manpower Commission officials must have considered the Committee's program of cooperation with women's organizations of vital assistance in execution of the manpower program, for when the subject of the Committee's discontinuance came up for discussion in mid-1944 the Commission's Executive Director urged continued intensified work with women's organizations to aid in the prosecution of the last and most critical phase of the war. At this point the Committee also felt that they should not cut off contact established as a result of considerable effort, with organizations that reached toward millions of women in communities throughout the Nation.

Through its preoccupation with the causes of under-utilization of womanpower the Committee directed its energies increasingly to the numerous, interrelated problems that women face as workers on the job, and to those problems with which they are confronted as homemakers in the community. According to the Committee's view, neither group of problems could be solved separately but both together had to be tackled by a joint community effort. The Committee's postwar policy statement with its recommendations for women's right to work, for high standards of work conditions as well as extended social-security coverage and educational opportunities, is perhaps the strongest indication of how far the Committee had gone in believing that the community as a whole, rather than individuals or individual groups and agencies, should be responsible for providing safeguards for family life and maternal and child health to meet the needs arising from increased employment of women with children and family responsibility.

Equal concern for women as wage earners and for women as fulfilling their appropriate roles in the family and in the community has characterized increasingly the kind of approach made whenever women meet to consider seriously their common problems. The Committee's record in this respect should set at rest the alarm of those who wince at the memory of objectives ascribed to the early feminists as seeking to usurp the traditional masculine role or seeking special privileges which have no justification. To offset the unfortunate circumstances preceding their appointment, and the obstacles with which they had to cope, the Women's Advisory Committee demonstrated that it could hold to its purpose, that, in addition, it could quietly go about its business, without offending propriety or tradition, and finally that its purpose embraced larger objectives than special privilege.

Off the Record — In accrediting the Committee solely through its official record it must be stressed again that the record is incomplete, particularly with respect to the work of the Chairman and a number of individually alert members. Personal follow-up of recommendations was made by several members among large

organizations such as the National Association of Manufacturers and the American Management Association, and also with scores of smaller civic, management, educational, and labor groups throughout the country. Committee members who undertook trips to present speeches, hold discussions, answer questions and ferret out public opinion, usually did so at their own expense. It is not possible to evaluate the scope and depth of this kind of service, especially since it took place during an emergency period which did not permit time for documentation of activity.

There is general agreement among all reviewers that the selection of Committee personnel was fortuitous in that it drew upon the services of women of excellent ability, good understanding of the often delicate issues involved, and devotion to purpose. These factors helped the Committee steer a steady and middle-of-the-road course between the extremes of feminism and subservience to reaction in countless off-the-record situations which called for judgment tempered with amiability.

(WB 52 - 844)
Labor DC

BIBLIOGRAPHY

Anderson, Mary. Woman at Work: Autobiography of Mary Anderson, as told to Mary N. Winslow. University of Minnesota Press, Minneapolis, Minn. 1951.

Bureau of the Budget. The United States at War: Development and Administration of the War Program by the Federal Government. Prepared under the auspices of the Committee of Records of War Administration by the War Records Section. 1947.

International Labor Office. The War and Women's Employment: The Experience of the United Kingdom and the United States. Montreal. 1946. (Washington Office, ILO, 1825 Jefferson Place, NW, Washington, D.C.)

U.S. Department of Agriculture. Extension Service. Women's Land Army. Farm Labor Extension Program, 1943, 1944, 1945. Washington. 1945.

U.S. Department of Labor.

Employment Service. A Short History of the War Manpower Commission. June 1948.

Women's Bureau.

--Comments as to work of the Women's Bureau, U.S. Department of Labor, in period September 1939 to June 1944, by Mary Anderson (typewritten manuscript on file in Women's Bureau).

--Community Services for War Workers. Special Bulletin No. 15. 1944.

--Correspondence between National Federation of Business and Professional Women's Clubs and the Women's Bureau.

--Effective Industrial Use of Women in the Defense Program. Special Bulletin No. 1. 1940.

--Guides to Wartime Use of Women on Farms. Special Bulletin No. 8. 1942.

--Part-time Employment of Women in Wartime. Special Bulletin No. 13. 1943.

--The Woman Counselor in War Industries, An Effective System. Special Bulletin No. 16. 1944.

--War History Statement, by Bertha M. Neinburg (typewritten, on file in Women's Bureau).

War Manpower Commission.

Bureau of Program Planning and Review.

--Problems Incident to the Employment of Part-time Workers. 1943.

--Review of Experience in the Use of Part-time Workers. 1943.

Employment Service

--Operations Bulletin, B-63, Planning and Conducting a Campaign for the Enrollment of Women in War Time Employment. 1943.

--Summary of Campaigns Conducted in 1942 for the Mobilization or Registration of Women. 1943. (mimeographed)

--Training Within Industry, Progress Report. 1942.

Women's Advisory Committee.

--Minutes of 38 Meetings of the Women's Advisory Committee, October 1942-March 1945.

--The War Job Platform of American Women. 1943.

--The Wartime Responsibility of Women's Organizations. 1944.

--Woman in the Post War. 1945.

--Womanpower, An Appraisal by the Women's Advisory Committee. 1943.

--Press Releases (mimeographed, on file in Women's Bureau).

--Recommendations by Women's Advisory Committee to War Manpower Commission (mimeographed, on file in Women's Bureau).

ADDITIONAL SOURCES

Additional information was obtained through interviews and correspondence with the following persons:

Mary Anderson, Director, Women's Bureau, 1919-1944.

Bess Bloodworth, Member and Chairman, Subcommittee for Public Relations of the Women's Advisory Committee, 1942-1945; personnel executive and later Vice-President of The Namm Store, Brooklyn, N.Y.; Field Consultant for Women's Bureau. 1951.

Mr. Richard D. Fletcher, Assistant Chief, United States Employment Service.

Mrs. Beatrice Blackmar Gould, Co-Editor, Ladies' Home Journal.

Florence L. Hall, Chief, Women's Land Army Division, Extension Service, USDA, 1943-1945; Field Agent for Home Demonstration Work in the Northeastern Region, Extension Service, USDA, 1946-

Margaret A. Hickey, Chairman of the Women's Advisory Committee; lawyer and business executive.

Don Larin, Farm Placement Service, Bureau of Employment Security.

Frieda S. Miller, Industrial Commissioner of New York State, 1938-1943; Special Assistant to Ambassador John G. Winant in London, 1943-1944; Director, Women's Bureau, 1944-

Mary Elizabeth Pidgeon, Economic Consultant, Women's Bureau.

WMC - Women's Advisory Committee - 1942

Placement and Utilization

Trained Women — 12-2-42
1-13-43

In agriculture — 1-14-43
2-10-43
3-18-43

Utilization: 3-17-43 ✓
4-14-43 ✓
5-16-43 ✓
6-17-43 ✓
8-13-43 ✓
10-28-43
12-3-43
2-15-44

National Service Legislation

Questions unsolved: 10-28-42 ✓
9-24-43 ✓

Bills before Congress: 2-11-43 ✓
3-17-43 ✓
3-18-43 —
10-28-43 ✓

Reasons for: 5-16-43 —

Investigation: 8-13-43 ?

Congressional Hearings: 2-15-44
4-11-44
1-16-45

Community Facilities

Services to working women: 10-27-42
2-10-43
10-29-43
2-16-44
4-12-44

Policy statement: 3-17-43
3-18-43

Office of Community War Fees: 5-12-43

Married women workers: 5-13-43
8-13-43

Bills in Congress: 9-24-43

U. S. Department of Labor
WOMEN'S BUREAU
Washington

January 1942

WOMEN'S BUREAU ADVISORY COMMITTEE CONFERENCE, January 21, 1942.

Committee on Working Conditions Essential to Maximum Output of Women Workers

Agenda

I. Hours of work for women workers.

1. Hours most conducive to maximum output over long period of time.

a. Length of the work week.
b. Length of the work day.
c. Day of rest.
d. Rest periods.
e. Work at night.

2. Variations during short periods of industrial adjustments in defense plants.

a. Types of industrial emergencies that may require temporary relaxation of labor standards.

(1) Shortage of trained or experienced workers, making multiple shifts impossible.

(2) Time required for reorganizing plant, adding new machines and equipment, diluting jobs.

b. Extent to which labor standards may safely be relaxed in emergencies.

3. Procedure that should be followed where exemptions to State laws governing the employment of women are granted.

4. Preservation of State laws governing the employment of women.

a. Policy in respect to amending State laws that do not provide for exceptions during periods of emergency.

II. Wages of women workers.

1. General policy in respect to women's wages.
2. Wage rates of women who replace men during the war emergency.
3. Legal minimum wages for women.

III. Safeguards to health and safety in industrial plants.
IV. Extension of social insurance coverage.
V. Standards for women employed in agriculture.
VI. Recommendations concerning the points outlined above.
VII. Methods of implementing the committee recommendations.

U. S. Department of Labor
WOMEN'S BUREAU
Washington

January 1942

WOMEN'S BUREAU ADVISORY COMMITTEE CONFERENCE, January 21, 1942.

Committee on Working Conditions Essential to Maximum Output of Women Workers

Agenda

I. Hours of work for women workers.

1. Hours most conducive to maximum output over long period of time.

a. Length of the work week.
b. Length of the work day.
c. Day of rest.
d. Rest periods.
e. Work at night.

2. Variations during short periods of industrial adjustments in defense plants.

a. Types of industrial emergencies that may require temporary relaxation of labor standards.

(1) Shortage of trained or experienced workers, making multiple shifts impossible.

(2) Time required for reorganizing plant, adding new machines and equipment, diluting jobs.

b. Extent to which labor standards may safely be relaxed in emergencies.

3. Procedure that should be followed where exemptions to State laws governing the employment of women are granted.

4. Preservation of State laws governing the employment of women.

a. Policy in respect to amending State laws that do not provide for exceptions during periods of emergency.

II. Wages of women workers.

1. General policy in respect to women's wages.
2. Wage rates of women who replace men during the war emergency.
3. Legal minimum wages for women.

III. Safeguards to health and safety in industrial plants.
IV. Extension of social insurance coverage.
V. Standards for women employed in agriculture.
VI. Recommendations concerning the points outlined above.
VII. Methods of implementing the committee recommendations.

U. S. Department of Labor
WOMEN'S BUREAU
Washington

January 22, 1942.

REPORT OF THE COMMITTEE ON LABOR STANDARDS FOR WOMEN WORKERS AND THE WAR

Victory in the war in which the United States is presently engaged depends as truly upon the workers in our factories and arsenals as upon the man who man our guns or drive our tanks. The President has warned that upon production rests the fate of the United Nations. In this unprecedented effort to produce in order that we may win the war, women will be employed in numbers never before equaled in our history. We are told that this is to be a long war, and that production must continue and increase until peace has been restored. Greater and ever greater output can be attained only if the physical fitness of our workers is preserved. This is not a theory but a proved fact. Scientific evidence accumulated over the years has demonstrated beyond question that the amount of production, the quality of the product, and the continuous flow of goods depend upon the conditions under which workers are employed. We in America must not make the mistake of retarding ultimate production by discarding at the outset of this conflict employment standards that have helped make our workers the most productive in the world. So long as the labor reserves in this country include hundreds of thousands of willing workers whose only unfitness for defense jobs consists in lack of training the relaxation of labor standards should not be the answer to the nation's appeal for all-out production.

Long hours and seven-days of continuous labor to which the British were forced to resort have resulted in higher rates of absenteeism, in increased cases of illness, and more frequent accidents, especially among women, during the present war as was the case during the World War. Physical disability on the part of the worker means interrupted employment and therefore reduced production.

In our own country already we are discovering that employment for long hours is interfering with our plans for the most complete utilization of the labor force. Many women who have been lured into defense plants by the relatively high wages paid are gradually drifting back to the non-defense industries from which they came, because the strain of the long hours and 6-day week has proved too great for their endurance.

As maximum production is the Nation's goal, the employment of workers under conditions that will insure the greatest efficiency and yield the highest continuous output is imperative. The Committee on Labor Standards for Women Workers and the War recommends, therefore, that the following standards that have been proved beneficial to production be observed by all plants whether privately or publicly operated:

(1) A maximum 48-hour week.
(2) An 8-hour day.
(3) One-day-of-rest-in-seven.
(4) Adequate meal and rest periods.
(5) Prohibition of night work for girls under 21, and employment of women at night in defense industries, only when such employment is essential to maximum production, and when proper working conditions are maintained.

The Committee realizes that, due to the suddenness with which the National was thrust into war, temporary emergencies may arise in certain establishments holding war contracts that necessitate the employment of women for short periods of time at standards somewhat lower than those recommended above and established by many State laws. In such cases the Committee recommends that the following procedure be followed:

(1) That all adjustments made necessary by such situations be handled by State departments of labor.

(2) That the labor department require each employer seeking temporary exemption from the State labor laws governing the employment of women file an application with the labor commissioners.

(3) That the labor commissioner investigate each application in order to determine whether the need for such an exemption actually exists.

(4) That no permit granting an exemption be issued to an employer who can maintain labor standards by using available labor supply, or by making adjustments in the organization of his plant.

(5) That no permit be issued, even though trained workers are lacking, unless the employer makes satisfactory arrangements to train or secure trained workers within a reasonable time.

(6) That no exemptions be granted to employers not engaged in war work.

(7) That permits be limited to specific plants and for specified periods of time.

(8) That no permit be issued if the health and welfare of the workers would be endangered thereby.

(9) That permits be revoked if exemptions are not necessary to maintain maximum war production.

Even when this recommended procedure is followed, labor standards can be safeguarded only when frequent inspections are made of all plants granted exceptions. The committee urges therefore that additional inspectors immediately be added to the staffs of those State labor departments that lack sufficient personnel properly to carry on this important work occasioned by the war.

The Committee warns that, under the false guise of patriotism, many bills intended to lower present legal labor standards may be introduced into the State legislatures during the present year. It urges that all organizations represented at this conference be vigilantly alert to the dangers of such bills, and vigorously oppose their passage in the coming legislatures.

The principle of setting wage rates in union contracts for jobs without reference or respect to the sex of the workers is well established in this country. The Committee believes that this policy should be followed

by all industry, and therefore recommends that wage rates for women should be the same as for men, including the entrance rates, and in no case should the employment of women be used to break down established wage rates.

Women employed in the service industries are not protected by the Federal Fiar Labor Standards Act. They are affected as are all other workers by the 12 percent increase in the cost of living which has occurred since the outbreak of war in Europe. Although these women are not directly engaged in defense production, their services are essential to the well-being of all citizens including those who are serving their country in factories or in military camps. The percent of workers belonging to trade unions is not so high in the service industries as in manufacturing, therefore these workers lack the ability to secure wage adjustments through collective bargaining. The committee believes that it is vitally important that all States with minimum wage laws that have not already issued wage orders for all service industries do so as rapidly as possible. It therefore recommends that the organizations represented at this conference take the initiative in promoting the issuance of such orders, and where insufficient appropriations is the deterrent to the issuance of new orders, steps be taken to secure additional funds for the State minimum wage divisions.

Protection against accident is essential if continuous and maximum production is to be maintained. During this present emergency therefore more than usual care must be taken to provide safe and healthful work places for our workers. State safety laws should be vigorously enforced, and extended when they are inadequate for full protection of the workers' safety. Special

precautions should be taken to protect the many thousands of women workers who will be entering defense industries against those industrial poisons to which women are peculiarly susceptible.

Because of the large number of inexperienced workers who are rapidly entering industry, and because the accelerated tempo at which industry is geared at this time greatly increase the danger of accidents, State workmen's compensation laws should be amended to cover the employers of all workers. Especially should these laws be amended [illegible] that a present exclude from the coverage the employers of not over 10 or 15 [illegible] workers.

The committee believes that the Federal Old Age and Survivors Insurance Law and State employment compensation laws should be amended so as to cover all workers. It also recommends active support of legislation now being considered by Congress that would provide benefit payments in addition to regular unemployment benefits to workers unemployed because of the war priorities and who during their period of unemployment are enrolled in training courses. that will fit them for employment in war industries.

In order that every effort may be made to increase war production through the maintenance of proper labor standards, this Committee recommends that in each State the local branches of the national organizations represented in this conference form the nucleus of state-wide committees for the promotion of labor standards for war production. Such committees could be of great influence in keeping the public informed of the dependence of sustained national production upon proper working conditions in the plants. Close cooperation with State labor departments in the interest of vigorous enforcement of State labor laws would be an important function of such a group.

Finally the Committee recommends that the Women's Bureau appoint a committee to study the problems of the employment of large numbers of women in agriculture, and to recommend a program that would provide properly for the welfare of such workers.

WOMEN'S POLICY COMMITTEE (Press release, Sept. 2,1942)

✓ Miss Margaret A. Hickey, CHAIRMAN	St. Louis, Mo.
✓ Mrs. Dorothy Bellanca,	New York, N.Y.
✓ Miss Jenny Matyas,	San Francisco, Calif.
✓ Miss Bess Bloodworth,	Brooklyn, N.Y.
✓ Mrs. Harris T. Baldwin,	Washington, D.C.
✓ Mrs. Lowell Hobart,	Cincinnati, Ohio
✓ Mrs. Beatrice Gould,	Philadelphia, Pa.
✓ Mrs. Blanche M. Ralston,	Coahoma, Miss.
✓ Mrs. Sadie Orr Dunbar,	Portland, Oregon
✓ Mrs. Gladys Talbott Edwards,	Jamestown, N.D.
✓ Mrs. Maudelle Bousfield,	Chicago, Ill.
✓ Miss Ruth Allen,	Austin, Texas

(Miss Sara Southall, ~~Chief of the Women's Service~~)

✓ Miss Marjorie N. Russell, Secretary

Manual of Operations
WAR MANPOWER COMMISSION

Date: August 31, 1942 Title: IV
Page 1 of 1 Section: 1.

DESIGNATION: Administrative Order No. 22
SUBJECT: Establishment of Women's Advisory Committee

By virtue of the authority vested in me as Chairman of the War Manpower Commission, the following order is promulgated for the guidance of all concerned:

1. There is hereby established in the Office of the Chairman of the War Manpower Commission a Women's Advisory Committee to be appointed by the Chairman of the War Manpower Commission and to be concerned with the most effective use of women in the prosecution of the war effort.

2. The chairman of this Committee shall be designated by the Chairman of the War Manpower Commission.

3. The chairman (or an alternate designated by the chairman of the Committee) shall serve as a representative of this Committee in maintaining a working relationship with the Management-Labor Policy Committee. Such representative shall sit with and participate in the discussions of the Management-Labor Policy Committee.

4. The Women's Advisory Committee is authorized to consider and recommend to the Chairman of the War Manpower Commission matters of major policy concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war. The Committee shall initiate studies and the formulation of policies, as well as consider those referred to it by the Chairman.

Approved: [signature], Chairman
Effective date: August 31, 1942
Original filed in office of the Chief,
Administrative Planning and Procedures Division

6-0905-nobu-pun-wp

STRICTLY CONFIDENTIAL Draft - October 1, 1942

WAR MANPOWER COMMISSION

Policy on Recruitment, Training and Employment of Women Workers

The expansion of our war production program, as well as the increasing requirements of our armed forces, necessitates the maximum utilization of our labor resources. The present number of gainfully employed workers, both men and women, is inadequate to fill immediate and imminent requirements of the war production program. In many areas the lack of adequate housing and transportation facilities compels full use of the local labor supply. These considerations render it essential that substantially increased numbers of women be employed in gainful occupations in war production and essential civilian employment. In order to meet these needs, the Nation's program for the recruitment and training of women workers must be greatly expanded and intensified. In carrying out this program for the utilization of women workers, it is important that to the maximum extent consistent with the war effort, normal family life be preserved and maintained. The active cooperation of Government agencies, educational institutions, management, labor, and women able to accept employment must be attained.

To promote an orderly induction of women into the labor market and to insure their subsequent employment and training opportunities, the War Manpower Commission hereby declares as basic national policies for the recruitment, referral, training and employment of women that:

I. Recruitment and Referral of Women Workers

(a) Qualified women who are unemployed and who are registered in local offices of the United States Employment Service be referred to employment and training opportunities on a basis of

equality with men, due regard being given to the physical requirements of the occupation;

(b) Women who do not have children under 14 years of age be actively recruited for employment and training, but this principle shall not be construed to mean that women with young children who desire work should be deprived of an opportunity for training or employment;

(c) Special efforts to secure the employment in industry of women with young children be deferred until full use has been made of all other sources of labor supply, in order that established family life may not be unnecessarily disrupted.

(d) In those areas in which industrial concentration and lack of housing, transportation, and other community facilities compels the fullest utilization of every resource in the locality, every effort be made to utilize fully women able to contribute to war production or essential civilian employment before workers are recruited from outside the locality;

(e) Adequate facilities be provided for the care of the children of working mothers, which facilities should be developed as community projects and not under the auspices of individual employers or employer groups. The availability of such facilities is of particular importance in those areas described in paragraph (d).

(f) Every effort be made to recruit and refer women for employment or training on the basis of qualification for an occupation without regard to age, race, national origin, or creed.

II. Training of Women Workers

(a) Where pre-employment training is desirable, women be referred to war production pre-employment training courses conducted by public vocational schools on a basis of equality with men; that is, on the basis of their qualification for the occupation in which training is offered, with due consideration to the physical requirements of the occupation;

(b) Women be admitted on a basis of equality with men to enrollment in the Engineering, Science, and Management War Training Program conducted by colleges, universities, and technical schools in cooperation with the United States Office of Education;

(c) Women workers be encouraged to enroll in supplementary defense training courses in order that a greater number of women may prepare themselves for additional responsibilities and for up-grading within the plant; and

(d) Women participate equally with men and be integrated into plant training programs. Such programs should include adequate induction training, on-the-job training, upgrading, training for women foremen and supervisors, and technical training.

III. Employment of Women Workers

(a) Barriers against the employment of women in any occupation for which they are or can be fitted be removed;

(b) Every method available be utilized to the end that women workers be completely accepted as a part of the great body of workers needed for all out production;

(c) Equal wage rates, including the entrance rate, be determined on the basis of the job to be performed, irrespective of sex;

(d) The following basic principles whether incorporated in State laws and regulations or otherwise recognized, be applied and preserved in order to promote maximum production efficiency and to safeguard the health and welfare of women workers:

(1) an 8-hour shift, a maximum 48-hour week, including overtime, except to the extent temporary exemptions under adequate safeguards are necessary to meet emergencies;

(2) one day of rest in seven;

(3) adequate meal and rest periods and facilities, medical care and other safeguards for health and safety;

(e) Where women with young children are employed, every effort be made to adjust shifts so as to cause the least disruption possible in their family life.

IV. Management and the Woman Worker

(a) Management analyze all occupations within the plant from the unskilled to the technical levels as a basis for efficient selection of women for training and assignment to work;

(b) In those plants in which women are not now employed, the types of work which women could do in the plant be determined immediately, and steps taken to prepare the plant for their induction;

(c) Where women have not previously been employed in a plant, management consult with its supervisory staff, its management-labor production committees and representatives of its employees' labor organizations in order to promote acceptance of women as co-workers and to help women adjust to their working environment after their employment;

(d) Management encourage acceptance of women as co-workers by giving them the same responsibilities that men workers receive;

(e) Management continuously review its practices and policies and make such adjustments as are necessary to induct women into the plant for the first time or to increase substantially the number of women employed;

(f) Management train and place women in supervisory positions on the basis of job performance and with the same authority and responsibility granted to men in similar positions;

(g) Management employ women personnel officers for the purpose of handling special problems of women workers;

V. Labor and the Woman Worker

(a) Labor organizations continuously review and adjust their practices and policies in order that they may promote and in no way obstruct the employment of women in any occupation for which they are or can be fitted;

(b) Labor organizations cooperate actively with management and with appropriate government agencies to effect the induction of women into war production and essential civilian employment.

VI. Women Able to Accept Employment

(a) Women able to accept employment register for employment or training with the nearest local office of the United States Employment Service, and not leave one community in search of work or training in another community without advice from the nearest local office of the United States Employment Service that such work or training is available.

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

AGENDA

OCTOBER 1, 1942 - 10:00 A.M.

MORNING SESSION - 10:00 A.M. - 12:15 P.M.

1. Mr. Fowler V. Harper - Deputy Chairman, War Manpower Commission
2. Mr. Arthur Flemming - ~~Director~~
3. Mr. Raymond Rubicam - Special Assistant to the Chairman
4. Miss Sara Southall - Consultant to General McSherry
   Division of Operations
   Miss Thelma McKelvey - Baltimore Recruitment of Women - Program
5. Mr. Charles Schottland - Director, Day Care Section,
   Office of Defense, Health & Welfare
6. Distribute Policy Statement

AFTERNOON SESSION - 2:~~15~~ 60 P.M.

7. Discussion of Policy Statement
8. Brig. General Frank J. McSherry - Director, Division of Operations
   War Manpower Commission
9. Mr. Arthur J. Altmeyer - Executive Director, War Manpower Commission

EXECUTIVE SESSION

10. Governor Paul V. McNutt - Chairman, War Manpower Commission

W M C--M A C

MINUTES OF FIRST MEETING, OCTOBER 1, 1942

Chairman

Miss Margaret A. Hickey

Committee Members Present

Miss Ruth Allen
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Miss Saidie Orr Dunbar
Mrs. Gladys T. Edwards
Mrs. Maudelee Bousfield
Mrs. Betrice Gould
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche M. Ralson

WAR MANPOWER STAFF PRESENT

Mr. Authur J. Altmeyer
Miss Verda Barnes
Mr. Phillip Broughton
Mrs. Mae T. Evans
Miss Helen Greenblatt
Mr. William Haber
Mrs. Fowler Harper
Mrs. Edith M. Keyes
Miss Marjorie L. Marshall
Miss Thelma McKelvey
Mr. William McPherson
General Frank J. McSherry
Mr. John Parrish
Miss Bara Southall
Mr. Paul V. McNutt
Mr. Collis Stocking
Miss Marjorie G. Russell
Mr. Raymond Rubicam
Miss Rhea Radin

Present by Invitatation

Federal Security Staff Present
Mr. James E. Brunot
Mrs. Evan Hansl
Mr. Charles Schottland
Miss Mary Switzer

Labor Department Staff Present
Miss Mary Anderson

Social Security Staff Present
Mrs. Ellen Woodward

Civil Service Staff Present
Mr. Arthur S. Flemming

Committee of College Women
Dr. Lillian M. Gilbreth,
Representative

Women's Advisory Committee October 1, 1942

PURPOSE OF THE MEETING

The primary objective of this meeting was to become acquainted with the War Manpower Commission organization from the standpoint of various functions and procedures performed by the several Divisions which have been created by the Chariman of the Commission. The Agenda, aside from the statements of the Division heads, included the following items: (1) the Baltimore Recruitment of Women: (2) outline of the Daycare Nursery Program; (3) discussion of Policy statement on Recruitment, Training and Employment of Women Workers; (4) a Statement by the Chairman of the War Manpower Commission which has presented in Executive Session.

STATEMENT OF THE DEPUTY CHAIRMAN

Mr. Fowler V. Harper, Deputy Chariman of the War Manpower Commission and Chairman of the Mangement-labor Policy Committee, gave a concise picture of the fundamental organization of the War Manpower Commission. He traced its histroy from the time of its inception in April 1942, to the present. He outlined the basic policies and powers as set forth in Executive Order No. 9139 dated April 18, 1942, which created the Commisssion.

The creation and purpose of the Management-Labor Policy Committee as authorized by the Chairman was briefly stated together with some of its actions and recommendations to the Chairman. The proposed relationship between the Women's Advisory Committee, and the Mangement-Labor Policy Committee and the Office of the Advisory Chairman was presented. In accordance with the authority estaplishing the Women's Advisory Committee its primary function is to serve in an advisory capacity to the Chairman of the War Manpower Commission.

.....

CONSIDERATION OF THE WOMEN"S POLICY STATEMENT

The Policy on Recruitment, Training, and Employment of Women Workers was carefully considered, being read by the Chairman. The Policy in principle was unanimously adopted and referred to the staff for editorial corrections and presentation to the Mangement-Labor Policy Committee for consideration. Due to the fact that discussion was held in executive session no written record is available.

.....

* * * * * ** * * * *

W M C--M A C

MINUTES OF FIRST MEETING, OCTOBER 1, 1942

Chairman

Miss Margaret A. Hickey

Committee Members Present

Miss Ruth Allen
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Miss Saidie Orr Dunbar
Mrs. Gladys T. Edwards
Mrs. Maudelee Bousfield
Mrs. Beatrice Gould
Mrs. Lowell Mohart
Miss Jennie Matyas
Mrs. Blanche M. Ralson

WAR MANPOWER STAFF PRESENT

Mr. Authur J. Altmeyer
Miss Verda Barnes
Mr. Phillip Broughton
Mrs. Mae T. Evans
Miss Helen Greenblatt
Mr. William Haber
Mrs. Fowler Harper
Mrs. Edith M. Keyes
Miss Marjorie L. Marshall
Miss Thelma McKelvey
Mr. William McPherson
General Frank J. McSherry
Mr. John Parrish
Miss Sara Southall
Mr. Paul V. McNutt
Mr. Collis Stocking
Miss Marjorie G. Russell
Mr. Raymond Rubicam
Miss Rhea Radin

Present by Invitatation

Federal Security Staff Present
Mr. James E. Brunot
Mrs. Evan Hansl
Mr. Charles Schottland
Miss Mary Switzer

Labor Department Staff Present
Miss Mary Anderson

Social Security Staff Present
Mrs. Ellen Woodward

Civil Service Staff Present
Mr. Arthur S. Flemming

Committee of College Women
Dr. Lillian M. Gilbreth,
Representative

PURPOSE OF THE MEETING

The primary objective of this meeting was to become acquainted with the War Manpower Commission organization from the standpoint of various functions and procedures performed by the several Divisions which have been created by the Chariman of the Commission. The Agenda, aside from the statements of the Division heads, included the following items: (1) the Baltimore Recruitment of Women: (2) outline of the Daycare Nursery Program; (3) discussion of Policy statement on Recruitment, Training and Employment of Women Workers; (4) a Statement by the Chairman of the War Manpower Commission which has presented in Executive Session.

STATEMENT OF THE DEPUTY CHAIRMAN

Mr. Fowler V. Harper, Deputy Chariman of the War Manpower Commission and Chairman of the Mangement-labor Policy Committee, gave a concise picture of the fundamental organization of the War Manpower Commission. He traced its history from the time of its inception in April 1942, to the present. He outlined the basic policies and powers as set forth in Executive Order No. 9139 dated April 18, 1942, which created the Commisssion.

The creation and purpose of the Management-Labor Policy Committee as authorized by the Chairman was briefly stated together with some of its actions and recommendations to the Chairman. The proposed relationship between the Women's Advisory Committee, and the Mangement-Labor Policy Committee and the Office of the Advisory Chairman was presented. In accordance with the authority establishing the Women's Advisory Committee its primary function is to serve in an advisory capacity to the Chairman of the War Manpower Commission.

.....

CONSIDERATION OF THE WOMEN'S POLICY STATEMENT

The Policy on Recruitment, Training, and Employment of Women Workers was carefully considered, being read by the Chairman. The Policy in principle was unanimously adopted and referred to the staff for editorial corrections and presentation to the Mangement-Labor Policy Committee for consideration. Due to the fact that discussion was held in executive session no written record is available.

.....

* * * * * ** * * * * *

W M C--W A C

MINUTES OF THIRD MEETING, OCTOBER 26, 1942

Chairman

Miss Margaret A. Hickey

Committee Members Present
Miss Ruth Allen
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudele Bousfield
Mrs. Sadie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Loweel Hobart
Miss Jennie Matyas
Mrs. Blanche M. Ralston

War Manpower Staff Present
Mrs. Mae T. Evans
Dean Bernard Gavit
Miss Helen Greenblatt
Mr. Fowler V. Harper
Mrs. Marjorie L. Marshall
Mrs. Edith M. Keyes
Miss Thelma McKelvey
Miss Rhea Radin
Mrs. Rowena Rommel
Miss Marjorie G. Russell
Miss Sara Southall
Mr. Frederick Stephan
Mr. Collis Stocking
Mr. Charles Taft

Federal Security Staff Present
Mr. James E. Brunot
Mrs. Eva Hansl

Labor Department Staff Present
Miss Louise Stiitt
Miss Bertha Nienberg

U. S. Employment Service Staff Present
Mr. George Edwards
Miss Helen Ringe

AGRICULTURE DEPARTMENT STAFF PRESENT
Mr. David Meeker

SUMMARY
WRITER: MG, Minutes and reports section, OEM

PURPOSE OF THE MEETING

The agenda for the meeting listed the following subjects for consideration and discussion by the committee: (1) the Statistical Service--its program, policies, and relation to the War Manpower Commission from an organizational standpoint; (2) the farm labor probelm with specific reference to critical area; and labor stortages; and (3) proposed implementation of the policy on recruitment, training, and employment of women workers. In addition, the relative merits of compulsory and voluntary national service were discussed, and some of the detailed questions of policy that are involved in National Service legislation were considered.

/ Statistical Service

.....

Provisions.--The order on farm workers, as explained by Mr. Harper and Mr. Stocking, makes no effort to retrun farm workers who are already in the Army, but it provides very special consideration in Selective Service for dairy workers coming up for induction, by placing them in the 2B classification on occupation alone. If a dairy worker comes up for induction from an area in which there is no shortage, however, his deferment is dependent upon his acceptance of transfer to a job in a shortage area.

.....

Mrs. Edwards asked also whether there are adequate Management-Labor Committees in the agricultural field to whom the workers can appeal. There is a very real practical problem here, Mr. Harper said, in that there is not yet a perfected technique for dealing with this group and there are not many Management-Labor Committees for agricultural workers. But adequate appillate tribunals will be provided, he believed, through the war boards of the Department of Agriculture in each country. These will represent the agricultural worker.

.....

WOMEN WORKERS ON FARMS

Two totally different types of situations must be considered in planning the utilization of women workers as farm labor reserves, it was said. One is the problem of production with a big seasonal labor peak, such as fruit production. The other is the problem of the farm which needs year-round help in all phases of farm activities. In this second type of situation, Mr.s. Edwards pointed out, the woman must be interested in farming as a way of living, and not only a s a way of earning wages. City women, she said, have been brought in and can be brought in on the seasonal jobs in commercial agriculture. But she believed that only women of farm background will fill the need for year-round farm workers satisfactorily.

.....

From the point of view of technical development, Mr. Mecker pointed out, the country is better able to utilize women on farms than in the last war, when farming was still done largely by horsepower. Tens of thousands of women have driven small tractors this year, he said. But steel is so

critical that no additional equipment will be possible in 1943, and the farms will have tp produce with what they have.

Miss Nienburg spoke of the need for Federal leadership in the use of women on farms. The problem is too big for individual groups to handle, if women are to become into farm work in increasing numbers, and special types of problems are involved which require careful consideration. On farms where only one woman is placed for year-round work, for example, care would have to be taken to assure her protection as well as to assure her adequacy for the work that will be needed. The Women's Bureau, Miss Nienburg said, is not ready to make recommendations until it has made an analysis of existing conditions, by areas, to determine what type of plan for getting women into farm work can be set up. Such a plan, she believed, would require local adaptation under an over-all Federal program of guidance.

RECRUITMENT, TRAINING, AND EMPLOYMENT OF WOMEN IN INDUSTRY

IMPLEMENTATION OF THE POLICY

Miss McKelvery reported to the committee the steps that have been taken to implement the policy of recruitment, training, and employment of women workers, particularly through the action of various Government agencies that are responsible for one or another aspect of its implementation. Since the statement is now public policy, she pointed out, committeemembers are free to discuss it and to urge its adoption upon management in their local areas.

.....

Discussion of the plan. Various opinions as to reasons for the slowness of response to the recruitment program were suggested by committee members. Some of these opinions critized the particular approach that has been made, but did not repudiate the principle of voluntary recruitment as a policy. The type of approach has been psychologically wrong, it was said. Women are a class-conscious group, and the woman who has to work resents being prodded into action by the woman who does not have to work. Moreover, these voluntary workers are asking women to take jobs in which they are not volunteers, but paid workers. Perhaps the recruiting should be done by paid workers, it was suggested. Perhaps, too, the program has not reached out far enough to the labor surplus areas, to women who are begging for a chance to work. Certain important related conditions would also have to be considered, it was believed. Women cannot be expected to volunteer for industrial service in large numbers, it was said, until daycare nurseries, laundries, community kitchens, and other essential services that will enable them to maintain some of the committee beleived, will have to precede any far-reaching recruitment program.

.....

A sharp differnece of opinion with this view was expressed by some committee members. Military and draft and conscription of labor for profit production, it was pointed out, are two different things. It was also argued that the time has not come for the conscription of human labor until industry has stripped itself down to production of vitally essential products and

these products connot be produced without conscription. When there is an overall organization of industry in terms of essentiality and when all industry is intograted toward production for winning the war and not for business as usual, it was said, it will then be time to conscript workers.

.....

NATIONAL SERVICE LEGISLATION

REPORT OF THE MANAGEMENT AND LABOR SUBCOMMITTEE ON LEGISLATION

Mr. Harper outlines for the Women's Advisory Committee the background of thinking and action on possible National Service legislation, and summarized the conclusions recently submitted to the Mangemtn-Labor Policy Committee by its subcommittee that has been working with the staff of WMC on this special aspect of the manpower problem. In the opinion of the subcommittee, Mr. Harper said, no legislation at this time is necessary and no specific legislation should be supported. Agressive action to put more vigor into the present voluntary program and to use indirect sanctions as a means of forcing compliance with WMC policies was recommended.

.....

CONSIDERATION INVOLVED IN NATIONAL SERVICE LEGISLATION

Mr. Gavit reviewed for the committee some of the questions that must be considered in determining what the National Service Act should be and how it should operate. The framework of operation, he said, must provide for registration of those who come within the act and must grant the power to assign persons to specific work or training, to require that they continue at this work or training, and to require that employers accept and continue such persons at work or training. It must assure the right of appeal for any person affected by the act and must establish boards of appeal. Provision must be made for traveling expenses and other expenses incidental to transfer for persons who are moved out of their own communities through the operation of the act. Authority to inspect plants and to require employers to give necessary information must be established.

.....

ADMINISTRATION OF THE ACT

VOLUNTARY COOPERATION

WOMEN WITH SMALL CHILDREN

TRANSFER OF WORKERS

POST-WAR PLANNING

EXEMPTIONS

Strikes, Closed Shop Agreements

Seniority and Reemployment Rights

Utilization of Workers

Panalities

Age Limits

Training Workers for Other Employers

Compensation for Losses

Safeguards

Provision should be made, either specifically in the act or by rules and regulations of the President, Mr. Gavit pointed out, to protect employers against financial loss arising from unreasonable action in the administration of the act. With employees, the following questions of protectiion arise: Should they be safequarded only to the extentof giving them prevailing working conditions, or should the act provide that they may not be assigned where wages or other terms of employment are unreasonable or unfair? Should they be protected against loss of income? Should the act protect a worker against assignment out of a State with more favorable unemployment and compensation laws into a State with less favorable laws? Should the worker be protected as to collective bargaining rights? Should reemployment rights, the right to strike, and the closed shop be covered by saveguards in the act?

EXECUTIVE SESSION

MOTIONS ON COMMITTEE PROCEDURE

It was moved and seconded that: (1) A majority of the committee, if representative of labor, management, and the public, shall constitute a quorum; (2) Lacking a quorum, the members assembled shall proceed with a consideration of recommendations on the agenda prepared. Any action taken shall be submitted to absent members for consideration, however, before it is submitted to the proper agency for action; (3) For the present, no alternates will be appointed; and (4) The meetings of the committee will be closed to everyone except members of the staff who have a specific interest in the subject under discussion and to other persons specifically invited by the Chairman. A continuing invitation is extended to Miss Mary Anderson to attend the meetings of the committee.

.....

* * * * * * * * * * *

W M C--W A C

MINUTES OF SECOND MEETING, OCTOBER 27, 1942

Chairman

Miss Margaret A. Hickey

Committee Members Present
Miss Ruth Allen
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Miss Maudele Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche M. Ralston

War Manpower Staff Present
Mrs. Mae T. Evans
Dean Bernard Gavit
Miss Helen Greenblatt
Mr. Fowler V. Harper
Mrs. Edith M. Keyes
Mrs. Marjorie L. Marshall
Miss Rhea Radin
Mrs. Rowena Rommel
Miss Marjorie G. Russell
Miss Sara Southall

Federal Security Staff Present
Mrs. James E. Brunot
Mrs. Eva Hansl
Mr. Charles Taft

Labor Department Staff Present
Miss Beatrice Mc Connell
Miss Bertha Nienburg
Miss Louise Stitt

U. S. Employment Service Staff Present
Mr. John J. Corson
Miss Helen Ringe

SUMMARY
WRITER: EWS, Minutes and Reports Section,OEM

PURPOSE OF THE MEETING

The Committee met to consider the following topics, (1) tentative draft of policy on employment of youth under 18; (2) services to children of working nothers; (3) the role of the United States Employment Service in recruitment of women; and (4) further services to working women.

.....

Question arose about the role that the Committee might play in fighting the bill. Miss Hickey said that the functions and powers of the Committee would be carefully studied during the executive session. The Committee may make any recommendation to Mr. McNutt that it desires, on the subjects within its jurisdiction. Authority and definition of activity, however, must come from the War Manpower Commission.

Miss McKelvey mentioned that under the Childrne's Bureau certification system the school authorities are the proper agency to certify individual children for employment. Miss Bloodworth commented that the shcool system does not exercise supervision after that; where adequate policing is lacking, great abuse may result. Although it was pointed out that no actual enforcement of the policy statement is possible, a subcommittee was later appointed to consider soem means of implementing it.

.....

When Miss Allen cited the need of having a positive program for enabling children to continue their education, Miss Hickey appointed her, Mrs. Edwards, Miss Bloodworth, and Mrs. Bousfield as a committee to bring in suggestions at the next meeting for a resulution that might implement the policy.

.....

SERVICES TO CHILDREN OF WORKING MOTHERS

Mr. Taft, Assistant Director of the Defense Health and Welfare Service, told the committee that the first problem is whether the mother should be working. An attempt is being made to establish a program that will give due emphasis to the fact that most women are more greatly needed in the home than in the factory. As long as unemployed minority groups exist, campaigns to get women to work may be premature. However,, to some extent they are needed to bring about employment of married women without children before that of those with children.

The program includes provision for information services to make sure that women with chilren who are considering employment know all the factors involved. This should not be part of the manufacturers' employment office. It is usually set up separate from the United States Employment Service, although in this case all the women for whom the service is stablished may not screen through it. Mr. Brunot later suggested that such an information service might be incorporated in a civilian defense information bureau on an experimental basis. A follow-up in service of a counseling nature is also needed in the plants, as is doen in the Curits-Write factory in Buffalo. Three of the four plans received from statas requesting grants from the $400,000 fund include provision for information services.

.....

The need for women to work in factories is not nationwide but local. It exists in areas like Detroit where housing is not available for additional in-migration. While day nurseries and extension of school services before and after school hours are necessary, the War Manpower Commission statement of policy dues not advocate establishment of nurseries at the plants. In certain exigent situations, however, this cannot be avoided.

Plans call for grants to about 20 states for administrative purposes. An office has been set up within the Defense Health and Welfare Service to handle the question of services to children of working mothers, and the Office of Education is working with the shcools, and the Children's Bureau with welfare departments. Mr. Brunot later explained that there is no general program yet in progress on an effective basis.

.....

The speaker suggested that committee members have their names placed on the mailing list for several copies of press releases, which they would then distribute to their local papers. The request to the local paper to print policy statements should be made before they come over the wires, Miss Hickey said. Miss McKelvey told the committee that, after a policy statement has been issued, it is the full property of the members. Any speeches in which they represent the War Manpower Commission should, however, be cleared in advance.

.....

The Function of the USES The Employment Service has existed for 25 years in some states and for 10 years in all states. Until January 1942 it was composed of 48 separate state employment services, directed the state governments but financed chiefly by Federal grants. At the request of the President the state employment services were turned over the Federal Government for the duration of the war.

Narrowly defined, the function of the USES is recruitment of workers and their placement in industry. It has 1500 full-time offices and employes 22,900 workers. During 1941 it handled 18 million applications and placed about 8 million workers. The rate has now risen 20 per cent above that in the same period last year. Because of the emergency its work can no longer be confined with narrow limits.

To do its job well, the USES must develop information on requirements for workers within a community. Every 60 days the staff of each local office canvasses war plants and drafts a schedule of the employment requiremtns for the next 6 months. This information is used by training agencies in the community, by the housing authorities, by the utilities, and by theWPB in the allocation of contract.

Other corollaries to the primary function of the USES are: (1) promoting housing projects and expansion of transportation facilities; (2) making occupational analyses in individual plants; (3) assisting the employer in developing basic personnel records; (4) fostering training classes for and employment of women and daycare programs for children. In the past the local employment necessary to say that the need cannot be met without the hiring of minority

and women. The USES also has new responsibilities like those in connection with the copper mining order.

.....

Campaigns to recruit women. In the recruitment of women, Mr. Corson said, experiences vary with the community. Registration should be undertaken only where and as needed. Miss Matyas mentioned that, although San Francisco has been declared a critical area, there has been no drive to recruit women. It is necessary, Mr. Corson said, to rely on the local employment office manager to decide when a campaign should be undertaken, to prevent its being conducted at the instance of employers who do not want to hire negroes. The USES directors and the WMC directors work closely together. The experience in Baltimore has shown that the labor-management committees contribute to making these agencies effective in the community.

In areas of acute labor shortage, recruitment campaigns have contributed substantially to the employemnt of women. With the assistance of Mrs. Dunbar and the women's groups a statewide registration was carried on in Oregon, which has proved invaluable during the last 9 months. A similar campaign was conducted in Seattle. In Detroit, although a substantial proportion of the women proved ready to do so. Connecticut plans for registration were adversely affected by publicity about national registration. Mrs. Evans has been working on the assemply of information about experiments in various places, with the idea of providing office managers a pattern to follow in recruitment drives.

.....

Action to be Taken by the Committee. Mr. Corson told the committee that public understanding of the problem must be developed pending the reopening of the issue in Congress. Mrs. Edwards asked whether itwould be permissible to proceed with a publicity program, and the speaker said that this would be desirable but that it should be discussed with Mr. Rubicam so that the proper emphasis would be given.

A resolution addressed to the War Manpower Commission would also be helpful, he indicated, suggesting that it might also be used to enlist the support of women's organizations. Additional funds have already been obtained to enable the USES to handle the new assignments it has received during the last few months. Further responsibilities will develop, however, and more personnel will then be required. The greatest need is for elimination of restirictive provisions on salaries and funds to pay higher wages. The committee agreed that the staff would frame a resolution embodying these points and removal of the requirement that the Senat approve appointments to positions paying more than $4,500.

The Committee members received copies of a mimeographed statement by Mr. Corson on recruitment of women for war production. They were told that the information in it is not confidential. Hoever, in connection with a chart disply by Mr. Corson (entitled "Labor demand in selection areas in which the recruitment of women is needed") they were asked to consider part of the information restrictive.

FURTHER SERVICES TO WORKING WOMEN

Miss Hickey read a statement from Miss Anderson of the Women's Bureau mentioning the increasing need for married women with children to work in factories and the fact that they cannot adquately pefform household duties

Women's advisory

See "Labor - Management's Has been Mgt - Labor on other sheets.

Policy statement

Miss Jenny Matyas moved that the Policy on Recruitment, Training and Employment of Women Workers be accepted by the Women's Advisory Committee and that this policy statement be submitted by the Chairman to the Labor-Management Policy Committee with the recommendation that it receive their favorable consideration.

The motion was seconded by Mrs. Lowell Mellett.

The Women's Advisory Committee unanimously approved the Policy on Recruitment, Training and Employment of Women Workers.

WOMEN'S BUREAU
NOV 6 1942
DEPARTMENT OF LABOR

Women's advisory

- - - Women's Policy statement

October 1, 1942

Miss Jenny Matyas moved that the Policy on Recruitment, Training and Employment of Women Workers be accepted by the Women's Advisory Committee and that this policy statement be submitted by the Chairman to the Labor-Management Policy Committee with the recommendation that it receive their favorable consideration.

The motion was seconded by Mrs. Lowell Mohart.

The Women's Advisory Committee unanimously approved the Policy on Recruitment, Training and Employment of Women Workers.

WOMEN'S BUREAU
NOV 6 1942
DEPARTMENT OF LABOR

STRICTLY CONFIDENTIAL

WAR MANPOWER COMMISSION

Policy on Recruitment, Training and Employment of Women Workers

The expansion of our war production program, as well as the increasing requirements of our armed forces, necessitates the maximum utilization of our labor resources. The present number of gainfully employed workers, both men and women, is inadequate to fill immediate and imminent requirements of the war production program. In many areas the lack of adequate housing and transportation facilities compels full use of the local labor supply. These considerations render it essential that substantially increased numbers of women be employed in gainful occupations in war production and essential civilian employment. In order to meet these needs, the Nation's program for the recruitment and training of women workers must be greatly expanded and intensified. In carrying out this program for the utilization of women workers, it is important that to the maximum extent consistent with the war effort, normal family life be preserved and maintained. The active cooperation of Government agencies, educational institutions, management, labor, and women able to accept employment must be attained.

To promote an orderly induction of women into the labor market and to insure their subsequent employment and training opportunities, the War Manpower Commission hereby declares as basic national policies for the recruitment, referral, training and employment of women that:

I. Recruitment and Referral of Women Workers

(a) Qualified women who are unemployed and who are registered in local offices of the United States Employment Service be referred to employment and training opportunities on a basis of

equality with men, due regard being given to the physical requirements of the occupation;

(b) Women who do not have children under 14 years of age be actively recruited for employment and training, but this principle shall not be construed to mean that women with young children who desire work should be deprived of an opportunity for training or employment;

(c) Special efforts to secure the employment in industry of women with young children be deferred until full use has been made of all other sources of labor supply, in order that established family life may not be unnecessarily disrupted;

(d) In those areas in which industrial concentration and lack of housing, transportation, and other community facilities compels the fullest utilization of every resource in the locality, every effort be made to utilize fully women able to contribute to war production or essential civilian employment before workers are recruited from outside the locality;

(e) Adequate facilities be provided for the care of the children of working mothers, which facilities should be developed as approved community projects and not under the auspices of individual employers or employer groups. The availability of such facilities is of particular importance in those areas described in paragraph (d).

(f) Every effort be made to recruit and refer women for employment or training on the basis of qualification for an occupation without regard to age, race, national origin, or creed.

II. Training of Women Workers

(a) Where pre-employment training is desirable, women be referred to war production pre-employment training courses conducted by public vocational schools on a basis of equality with men; that is, on the basis of their qualification for the occupation in which training is offered, with due consideration to the physical requirements of the occupation;

(b) Women be admitted on a basis of equality with men to enrollment in the Engineering, Science, and Management War Training Program conducted by colleges, universities, and technical schools in cooperation with the United States Office of Education;

(c) Women workers now employed be encouraged to enroll in supplementary war training courses conducted by the public vocational schools in order that a greater number of women may prepare themselves for additional responsibilities and for upgrading within the plant;

(d) Women participate equally with men and be integrated into plant training programs. Such programs should include adequate induction training, on-the-job training, upgrading, training for women foremen and supervisors, and technical training.

III. Employment of Women Workers

(a) Barriers against the employment of women in any occupation for which they are or can be fitted be removed;

(b) Every method available be utilized to the end that women workers be completely accepted as a part of the great body of workers needed for all out production;

(c) Equal wage rates, including the entrance rate, be determined on the basis of the job performed, irrespective of sex;

(d) The following basic principles whether incorporated in State laws and regulations or otherwise recognized, be applied and preserved in order to promote maximum production efficiency and to safeguard the health and welfare of women workers;

(1) an 8-hour shift, a maximum 48-hour week, including overtime, except to the extent temporary exemptions under adequate safeguards are necessary to meet emergencies;

(2) one day of rest in seven;

(3) adequate meal and rest periods and facilities, medical care and other safeguards for health and safety;

(e) Where women with young children are employed, every effort be made to adjust assignments to shifts so as to cause the least disruption possible in their family life.

IV. Management and the Woman Worker

(a) Management analyze all occupations within the plant from the unskilled to the technical levels as a basis for efficient selection of women for training and assignment to work;

(b) In those plants in which women are not now employed, the types of work which women could do in the plant be determined immediately, and steps taken to prepare the plant for their induction;

(c) Where women have not previously been employed in a plant, management consult with its supervisory staff, its management-labor production committees and representatives of its employees' labor organizations in order to promote acceptance of women as co-workers and to help women adjust to their working environment after their employment

(d) Management encourage acceptance of women as co-workers by

giving them the same responsibilities that men workers receive;

(e) Management continuously review its practices and policies and make such adjustments as are necessary to induct women into the plant for the first time or to increase substantially the number of women employed;

(f) Management train and place women in supervisory positions on the basis of job performance and with the same authority and responsibility granted to men in similar positions;

(g) Management employ trained women personnel officers for the purpose of handling special problems of women workers;

V. Labor and the Woman Worker

(a) Labor organizations continuously review and adjust their practices and policies in order that they may promote and in no way obstruct the employment of women in any occupation for which they are or can be fitted;

(b) Labor organizations cooperate actively with management and with appropriate government agencies to effect the induction of women into war production and essential civilian employment.

VI. Women Able to Accept Employment

(a) Upon advice from a representative of the War Manpower Commission that additional women workers are required in their locality because of existing or imminent labor shortages, women able to accept employment register for employment or training with the nearest local office of the United States Employment Service;

(b) Women interested in work outside their locality not leave one community in search of work or training in another community without

(1) registering for employment at the nearest local office of the United States Employment Service; and

(2) securing advice from such office that such work or training is available.

Approved October 1, 1942 by the Women's National Advisory Committee of the War Manpower Commission for submission to the Labor-Management Policy Committee of the War Manpower Commission.

ADVANCE RELEASE

Mrs. Schafer
your copy
War Manpower
Women's Advisory Comm.

ADVANCE RELEASE: FOR MONDAY MORNING PAPERS, OCTOBER 19, 1942
Greenblatt-WMC 2931

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

PM-4044

Acting on the recommendation of the Women's Advisory Committee, Chairman Paul V. McNutt of the War Manpower Commission today issued a statement of policy calling for intensified recruitment and training of women workers on a voluntary basis in all phases of war production and essential civilian activities.

The policy, which lays down basic national standards for the induction of women into the labor market, was approved by the Commission and also by its National Management-Labor Policy Committee.

Salient points in the statement are that management and labor organizations should remove all barriers against the employment of women in any occupations for which they are or can be fitted, and that women be admitted on a basis of equality with men to all forms of training. Due regard is to be given however, to the individual's qualifications for work, the physical requirements of occupations, and to working conditions. Included are on-the-job training in plants, and upgrading, with free access to foremen's, supervisory, and technical jobs.

Employers are asked to analyze all jobs in their plants, at once, to determine which can be filled by women and to prepare for employing the largest possible number.

Mr. NcNutt said that plans for implementing the policy now are underway. The Regional Manpower Directors and the 10 newly appointed area directors are being instructed to give immediate attention to the program in areas of labor shortage. Special local womanpower campaigns, such as those recently undertaken in Detroit and Baltimore under Manpower Commission auspices, are being studied carefully, he said, to determine the best methods for recruiting new women workers and employing them successfully.

Pointing out that the need for women workers varies greatly from one community to another, with the demand concentrated in areas of labor scarcity, Mr. McNutt emphasized that womanpower programs must be planned carefully on a local basis to meet local needs. In this connection, the policy statement recommends that all-out recruiting of women should be undertaken in any locality only upon advice from the War Manpower Commission that a labor shortage exists or is immiment in the locality, and that additional women workers are required. Under those circumstances, the recommendation is that "all women able to accept employment register for employment or training with the nearest local office of the United States Employment Service."

Every effort is to be made, the policy states, to recruit and refer women, including older women, for jobs and training on the basis of their qualifications for an occupation, without discrimination because of race, national origin, or creed. Women are warned, however, not to leave their home communities to look for work or training elsewhere without first registering at their nearest U. S. Employment Office and finding out whether jobs or training are available in other localities.

(OVER)

With regard to wage rates for women, the policy recommends the principle of equal pay for equal work, stating that wage rates "be determined on the basis of the work performed, irrespective of sex." It also recommends appropriate safeguards regarding hours of work for women, adequate meal and rest periods and facilities for medical care, health and safety. One day of rest in seven, an 8 hour shift and a maximum 48 hour week, except in case of emergency, are considered necessary to maximum production efficiency.

Employment of women with young children is not recommended until full use has been made of all other sources of local labor supply. Where this is necessary, either because of intense labor shortage or because the individual finds it necessary to work, the policy recommends that adequate community child-care programs be set up and that the work shift be adjusted so as to cause the least possible disruption of family life.

The full text of the Policy on Recruiting, Training and Employment of Women Workers is attached.

WAR MANPOWER COMMISSION

Policy on Recruitment, Training and Employment of Women Workers

The increase in our armed forces and the expansion of the war production program necessitate the maximum utilization of our labor resources. The present number of gainfully employed workers, both men and women, is inadequate to fill even the immediate requirements of the war production program. In many areas the lack of adequate housing and transportation facilities compels full use of the local labor supply. These considerations require that substantially increased numbers of women be employed in gainful occupations in war production and essential civilian employment, especially in areas of labor scarcity. The recruitment and training of women workers must be greatly expanded and intensified. In carrying out this program for the utilization of women workers, normal family life should be preserved and maintained to the maximum extent consistent with all-out production. The active cooperation of Government agencies, educational institutions, management, labor, and women able to accept employment is essential.

To promote the rapid and orderly induction of women into the labor market and to insure their subsequent employment and training opportunities, the War Manpower Commission hereby declares as basic national policies for the recruitment, referral training and employment of women that:

1. Recruitment and Referral of Women Workers

(a) Qualified women who are unemployed and who are registered in local offices of the United States Employment Service be referred to employment and training opportunities on a basis of equality with men, due regard being to their qualifications for the available work, to the physical requirements of the occupations, and to working conditions;

(b) Women without children under 14 years of age be actively recruited for employment and training, but this principle shall not be construed to mean that women who are responsible for the care of young children and who desire work are to be deprived of an opportunity for training or employment;

(c) Special efforts to secure the employment of women with young children be deferred until all other sources of local labor supply have been exhausted, in order that established family life will not be unnecessarily disrupted;

(d) In those areas in which industrial concentration and lack of housing, transportation, and other community facilities compels the fullest utilization of every labor resource in the locality, every effort be made to utilize fully, women qualified and able to contribute to war production or essential civilian employment before workers are recruited from outside the locality;

(e) Adequate facilities be provided for the care of the children of working mothers, which facilities should be developed as approved community projects and not under the auspices of individual employers or employer groups;

(f) Every effort be made to recruit and refer women, including older women, for employment or training on the basis of their qualification for an occupation without discrimination because of race, national origin or creed.

II. Training of Women Workers

(a) Where pre-employment training is desirable and employment opportunities are or will be available, women be referred to war production pre-employment training courses conducted by public vocational schools on a basis of equality with men; that is, on the basis of their qualification for the occupation in which training is offered, due consideration being given to the physical requirements of the occupation;

(b) Women be admitted on a basis of equality with men to enrollment in the Engineering, Science, and Management War Training Program conducted by colleges, universities, and technical schools in cooperation with the United States Office of Education;

(c) Women workers now employed be encouraged to enroll in supplementary war training courses conducted by public vocational schools, in order that a greater number of women may prepare themselves for additional responsibilities and for upgrading within the plant;

(d) Women participate equally with men in plant training programs. Such programs should include adequate induction training, on-the-job training, upgrading, training for women foremen and supervisors, and technical training.

III. Employment of Women Workers

(a) Management and labor organizations remove all barriers to the employment of women in any occupation for which they are or can be fitted;

(OVER)

(b) Every method available be utilized to assure that women workers be completely accepted as a part of the Nation's manpower needed for all-out production;

(c) In order to provide a basis for efficient selection of women for training and job assignment and to increase the number of women employed, management immediately analyze all occupations within the plant from the unskilled to the technical levels; determine the types of work that women could do; take steps to prepare the plant for the maximum employment of women; consult with its supervisory staff and representatives of its employees' labor organizations in order to promote acceptance of women as co-workers and to help new women employees adjust to their working environment; and periodically review practices and policies and make such additional adjustments as are necessary to obtain full utilization of women;

(d) Wage rates, including the entrance rate, be determined for all workers on the basis of the work performed, irrespective of sex;

(e) The following basic principles whether or not incorporated in State laws and regulations be applied and preserved in order to promote maximum production efficiency and to safeguard the health and welfare of women workers:

(1) One day of rest in seven;

(2) An 8-hour shift and a maximum 48-hour week, except to the extent that temporary exemptions under adequate safeguards are necessary to meet emergencies;

(3) Adequate meal and rest periods or time, and proper facilities therefor; adequate medical care and other safeguards for health and safety;

(f) Every reasonable effort be made to adjust assignments to shifts of women with young children, in such manner as will cause the least disruption in their family life.

IV. Women Able to Accept Employment

(a) Upon advice from a representative of the War Manpower Commission that additional women workers are required in their locality because of existing or imminent labor shortages, all women able to accept employment register for employment or training with the nearest local office of the United States Employment Service;

(b) Women interested in work outside their locality not leave their own community in search of work or training in another community without first

(1) registering for employment at the nearest local office of the United States Employment Service; and

(2) securing advice from such office that such work or training is available.

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF SECOND MEETING, OCTOBER 27, 1942

10:00 a.m. to 12:30 p.m. and 2:00 p.m. to 5:00 p.m.

Room 5546, Social Security Building, Washington, D. C.

WOMEN'S BUREAU
NOV 20 1942
DEPARTMENT OF LABOR

- - - - - - - -

Chairman

Miss Margaret A. Hickey

Committee Members Present

Miss Ruth Allen
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanch M. Ralston

War Manpower Staff Present

Mrs. Mae T. Evans
Dean Bernard Gavit
Miss Helen Greenblatt
Mr. Fowler V. Harper
Mrs. Edith M. Keyes
Mrs. Marjorie L. Marshall
Miss Thelma McKelvey
Miss Rhea Radin
Mrs. Rowena Rommel
Miss Marjorie G. Russell
Miss Sara Southall

Federal Security Staff Present

Mr. James E. Brunot
Mrs. Eva Hansl
Mr. Charles Taft

Labor Department Staff Present

Miss Beatrice McConnell
Miss Bertha Nienberg
Miss Louise Stitt

U. S. Employment Service Staff Present

Mr. John J. Corson
Miss Helen Ringe

SUMMARY
WRITER: EWS, Minutes and Reports Section, OEM

PURPOSE OF THE MEETING

The Committee met to consider the following topics: (1) tentative draft of policy on employment of youth under 18; (2) services to children of working mothers; (3) the role of the United States Employment Service in recruitment of women; and (4) further services to working women.

TENTATIVE DRAFT OF POLICY ON EMPLOYMENT OF YOUTH UNDER 18

Miss McKelvey, consultant to the director of operations, discussed the tentative draft of a policy on employment of youth under 18. This had been considered previously at a meeting of staff members of the Commission with representatives of the Children's Bureau, the Social Security Board, the Office of Education, the Public Health Service, the Navy Department, the War Department, the Women's Bureau, and the Labor Production Division. After the policy had been approved by the interdepartmental committee, members of the staff put it in the form submitted to the Advisory Committee. Copies were distributed, and the policy was read by Miss McKelvey. It set forth the safeguards that should protect the physical and intellectual development of youth under 18 whose services might be required because of the emergency.

General Consideration of the Legal Aspects of Child Labor.--In reply to a question from Miss Bloodworth, Mrs. Marshall explained that all states require some sort of certification for children to work, but not all have child labor laws. Miss Matyas referred to the fact that in California children between 12 and 14 do agricultural work over the week end under the supervision of their teachers; they are considered the most productive type of worker in this field but apparently no consideration is being given the effect of the work on the child. Mrs. Baldwin cited the recent attempt of the sugar interests to eliminate from the sugar act of 1937 all restrictions on child labor in the beet and cane fields. The bill has passed the House and a hearing was recently held by the Senate Finance Committee, which decided to defer consideration because of lack of a quorum. Mr. Harper appeared at the hearing in opposition to the bill, and representatives were also present from the Children's Bureau and the American Legion. Mrs. Dunbar added that the bill would relax restrictions not only during the emergency but for the whole year in which the war ends.

Question arose about the role that the Committee might play in fighting the bill. Miss Hickey said that the functions and powers of the Committee would be carefully studied during the executive session. The Committee may make any recommendation to Mr. McNutt that it desires, on the subjects within its jurisdiction. Authority and definition of activity, however, must come from the War Manpower Commission.

Miss McKelvey mentioned that under the Children's Bureau certification system the school authorities are the proper agency to certify individual children for employment. Miss Bloodworth commented that the school system does not exercise supervision after that; where adequate policing is lacking, great abuse may result. Although it was pointed out that no actual enforcement of the policy statement is possible, a subcommittee was later appointed to consider some means of implementing it.

Discussion of the Preamble of the Statement.--Mrs. Marshall told the Committee that the second sentence of the second paragraph should read: "It is essential that young people complete their basic education." The interdepartmental committee had discussed whether this should read "secondary education," in accordance with the wishes of the Children's Bureau. The Office of Education, however, felt that this is unrealistic in view of the fact that 2-1/2 million children of high-school age do not complete high shcool in normal times. "Basic" was finally agreed on by all.

Miss Hickey mentioned the fact that without continuance of guidance programs, which are being curtailed, it will be impossible to follow the recommendation that those with special aptitudes continue their education to develop their maximum abilities for war and post-war needs. The original draft of the policy, Mrs. Marshall said, had statements on education as well as employment. This was considered confusing and so they were dropped. References to educational policies would have to be embodied in a separate statement, Miss McKelvey declared. In connection with a discussion of whether the Office of Education should be invited to outline its vocational guidance program to the Committee, Miss McKelvey emphasized that the general educational program is not under the jurisdiction of the War Manpower Commission. Suggestion was made that the sentence under consideration might be revised to include the words "under proper guidance" and that "to develop their maximum abilities" might be changed to read "to maximize their usefulness for war and post-war needs." These editorial revisions were referred back to the staff members. When Miss Allen cited the need of having a positive program for enabling children to continue their education, Miss Hickey appointed her, Mrs. Edwards, Miss Bloodworth, and Mrs. Bousfield as a committee to bring in suggestions at the next meeting for a resolution that might implement the policy.

Consideration of Specific Provisions of the Policy.--In explaining Point 1 (that the minimum standards listed in the policy statement do not warrant any relaxation of school attendance laws and child-labor standards embodied in State and Federal statutes), Miss McKelvey pointed out that the states possessing higher standards shall be considered as a goal. Miss Stitt said that no states prohibit employment of children under 16 but that they must have working certificates. None of the state laws apply to agriculture. Miss Allen inquired about the effect of the proposed accelerated urban school program on the present difference between the rural and the city child. Miss Hickey indicated that this might be studied by the subcommittee and related to subsequent recommendations.

In connection with the prohibition in Point 2 against employment of those under 14 as part of the hired labor force, Mrs. Marshall said that the Children's Bureau had suggested "hired labor force" as the proper descriptive term. It excludes volunteers, the self-employed, and those who work for their own families. Under Federal law it is not possible to protect children when the whole family is hired out, Miss McKelvey said.

Point 6 provides that in-school youth shall not be employed during normal school hours unless the industrial area or regional manpower director determines

that temporary, emergency labor needs cannot be otherwise met. In this case, the policy continued, the school programs should be adjusted to provide for the education of those employed, avoid interference with the school attendance of those not employed, and avoid closing schools or classes except when the lost time is made up. Miss McKelvey stated that this does not apply to individual cases but to instances where the whole grade works. Miss Hickey and Mrs. Bousfield agreed that the school system could make the necessary adjustment. Mrs. Bousfield commented that the pupils who are working outside of school hours are usually the brighter ones who can handle the additional load. After further discussion of this problem with Miss McConnell, who said that the provision referred to short periods of work and in essence represented the thinking of the educational group, the committee approved the provision.

Considerable question arose about Point 7. This states that when wartime emergency arrangements are made for the part-time employment of in-school youth as part of the school program, the employer must certify that it conforms with the law and with the standards in the policy statement, and the school authorities must be responsible for permitting the children to take only work that will contribute definitely to their educational welfare and useful work experience. When it was emphasized by members of the staff that this relates solely to situations where children are doing work as part of their school program, Mrs. Bousfield said that it would affect only a small number of the students and is an excellent provision.

Since no objections were raised to the other points, the statement was considered approved with a few editorial changes. Miss Hickey said that it should be held strictly confidential. The statement will go to the Management-Labor Policy Committee and then to the Commission and to Mr. McNutt. When it has been acted upon, it becomes public information and may be freely discussed.

SERVICES TO CHILDREN OF WORKING MOTHERS

Mr. Taft, Assistant Director of the Defense Health and Welfare Service, told the committee that the first problem is whether the mother should be working. An attempt is being made to establish a program that will give due emphasis to the fact that most women are more greatly needed in the home than in the factory. As long as unemployed minority groups exist, campaigns to get women to work may be premature. However, to some extent they are needed to bring about employment of married women without children before that of those with children.

The program includes provision for information services to make sure that women with children who are considering employment know all the factors involved. This should not be a part of the manufacturers' employment office. It is usually set up separate from the United States Employment Service, although in this case all the women for whom the service is established may not screen through it. Mr. Brunot later suggested that such an information service might be incorporated in a civilian defense information bureau on an experimental basis. A follow-up service of a counseling nature is also needed in the plants, as is done in the Curtis-Wright factory in Buffalo. Three of the four plans received from states requesting grants from the $400,000 fund include provision for information services.

Mr Taft emphasized that such an information service should make clear the patriotic work that the woman can do in the community without accepting outside employment. One type of essential community activity is caring for neighbors' or relatives' children, which must be the main resource for child care since institutional provision cannot be made for more than one-half or one-third of the children involved. In cases where children must be cared for outside of institutional arrangements, the community must be organized by blocks to find the homes, and some sort of supervision, particularly over health, must be exercised. Home care has the advantages of obviating absenteeism by parents when the children are sick and of preventing use of skilled workers to supervise the children while the unskilled housewife goes into the plant. All of these factors must be carefully weighed.

The need for women to work in factories is not nationwide but local. It exists in areas like Detroit where housing is not available for additional in-migration. While day nurseries and extension of school services before and after school hours are necessary, the War Manpower Commission statement of policy does not advocate establishment of nurseries at the plants. In certain exigent situations, however, this cannot be avoided.

Plans call for grants to about 20 states for administrative purposes. An office has been set up within the Defense Health and Welfare Service to handle the question of services to children of working mothers, and the Office of Education is working with the schools, and the Children's Bureau with welfare departments. Mr. Brunot later explained that there is no general program yet in progress on an effective basis.

The President's fund of $400,000 is to provide through the state departments of education and the state welfare departments for the planning, supervising, and organizing of a staff that will go into localities where the problem is acute and promote the development of both public and private enterprises. The only Federal movement that operates at the community level is the WPA nursery school program, which will be correlated with community plans and cleared with local and state committees. Six million dollars of the WPA appropriation was earmarked for day nurseries and nursery schools for working mothers, without restriction to war areas.

The Lanham Act provides $1,100,000,000 dollars for housing. Title II provides $300,000,000 for necessary community facilities where the influx of population has created a lack and the community cannot supply them. The first restriction seems definitely to eliminate New York. Mr. Taft said that $100,000,000 from the Lanham Act fund remains available because of the restriction on construction. The appropriation permits grants for maintenance and operation of facilities. "Facilities" has been given a broad interpretation, and in the past year the money has been used to supply additional teachers for schools. The WPA has been designated as the administrative processing agency for maintenance and operation grants. It is hoped that information and home-making services as well can be cared for in this way. Although at the outset of the war housing program, the establishment of physical facilities for nursery schools and the like was considered a frill, provision is now being made for them in both the old and the new projects. Mr. Taft stressed the fact that the services under consideration are essential to war production in that they affect the morale of the worker.

Applications for grants have thus far been chiefly from schools. The procedure in connection with home-making services calls for a local committee composed of school, welfare, health, Employment Service, and WPA representatives to prepare a plan into which any project must fit. Projects must be approved by a state committee including at least WPA, education, and welfare representatives.

The obstacles to the extension of school services cited by Mr. Taft are: (1) teachers must work longer and this usually becomes a voluntary service; (2) none of the school fund matching plans provide for children below 5, so that other money must be made available for this expanded service; and (3) there is apprehension lest the plan continue after the war. The Defense Health and Welfare Service, however, is insisting that the schools undertake this task. A meeting will soon be held in New York for school authorities from the six most critical eastern states, at which Commissioner Studebaker will urge that this be done. Other regional conferences will be called later, and a meeting of all the state superintendents of education will be held in November. Those who attend the New York meeting are being asked to bring their applications for grants from the $400,000 fund, which will be processed there. The state committees will be part of the defense councils, and Mr. Landis will attend the New York conference. Mrs. Rosenberg will be present as a representative of Mr. McNutt, Mr. Altmeyer, and General McSherry and will stress the need for action. Mr. Taft said that any influence the committee members could bring to bear in getting those in the educational field to do a promotional job would help. Until recently the lack of daycare facilities was not sufficiently acute to warrant the employment of Federal funds and promotion to meet the situation, but by the first of the year it will be critical. Mr. Taft warned against the danger of doing a hurried, partial job.

The speaker suggested that committee members have their names placed on the mailing list for several copies of press releases, which they would then distribute to their local papers. The request to the local paper to print policy statements should be made before they come over the wires, Miss Hickey said. Miss McKelvey told the committee that, after a policy statement has been issued, it is the full property of the members. Any speeches in which they represent the War Manpower Commission should, however, be cleared in advance.

Mr. Brunot, Chief of the Daycare Nursery Program, corrected the popular impression that the daycare problem is one of looking after very young children. He cited figures given by 10,000 women who indicated availability for employment in the Detroit area. Of these, only 8 percent had children who were all under school age and only 10 percent had children who were both of school and preschool age. The major problem is furnishing supervision before and after school. State welfare authorities are studying the situation in Elmira of 1,000 families where the mothers have gone into industrial employment and no community provision for the children has been made.

Mr. Brunot said that "services to children of working mothers" is the term chosen to denote the over-all program. Under this come: "daycare service," which refers to child-caring centers, not primarily educational, for preschool children and particularly for very young children; "foster home service"; "visiting housekeeper service"; "information service" on the type of supervision available for

children and on the type of domestic arrangements that can be worked out; "nursery schools," which are school activities for very young children; and "extended school services" for those now in school and related activities such as community recreation and organizations like the Boy Scouts and churches.

THE ROLE OF THE UNITED STATES EMPLOYMENT SERVICE IN RECRUITMENT OF WOMEN

The Work of the Industrial and Agricultural Employment Division.--Mr. Corson told the committee that the Industrial and Agricultural Employment Division was designed to provide coordination of the agencies working in this field of war manpower, which was the big problem in the early days of the Labor Supply Committee. The Industrial and Agricultrual Employment Division acted in a liaison capacity with the Department of Agriculture, the WPA, the ODT, the Railroad Employment Service of the Railroad Retirement Board and the United States Employment Service. Since the USES was the outstanding agency in this field, its director became chief of the Industrial and Agricultural Employment Division. The Division has engaged in such activities as helping to provide workers for the long-staple cotton crop in Arizona and track labor for the railroads and getting the WPA to instruct state directors to release labor in tight areas. Additional activities stem from the work of the USES in preparing lists of essential industries and occupations.

The Function of the USES.--The Employment Service has existed for 25 years in some states and for 10 years in all states. Until January 1942 it was composed of 48 separate state employment services, directed by the state governments but financed chiefly by Federal grants. At the request of the President the state employment services were turned over to the Federal Government for the duration of the war.

Narrowly defined, the function of the USES is recruitment of workers and their placement in industry. It has 1500 full-time offices and employs 22,000 people. During 1941 it handled 18 million applications and placed about 8 million workers. The rate has now risen 20 percent above that in the same period last year. Because of the emergency its work can no longer be confined with narrow limits.

To do its job well, the USES must develop information on requirements for workers within a community. Every 60 days the staff of each local office canvasses war plants and drafts a schedule of the employment requirements for the next 6 months. This information is used by training agencies in the community, by the housing authorities, by the utilities, and by the WPB in the allocation of contract

Other corollaries to the primary function of the USES are: (1) promoting housing projects and expansion of transportation facilities; (2) making occupational analyses in individual plants; (3) assisting the employer in developing basic personnel records; (4) and fostering training classes for and employment of women and daycare programs for children. In the past the local employment office has usually not questioned the employer's demands, but now it is becoming necessary to say that the need cannot be met without the hiring of minority groups and women. The USES also has new responsibilities like those in connection with the copper mining order.

Handicaps to the Efficient Functioning of the USES.-- For the last few months the USES has been operating under handicaps that almost preclude it from discharging its responsibilities. The state unemployment compensation directors and state governors resented losing control over the employment services. In June they were influential in having written into the appropriation act a provision requiring that the employment services be restored to the states at the conclusion of the war. The state directors therefore have divided loyalty. Mr. Corson cited the case of South Carolina where, in spite of little war activity, the governor has told the state director that workers should not be transferred from the state. If the state directors are discharged the Act provides that the replacement shall be a man on the state merit system register; this would usually be the assistant director.

An even greater handicap is a provision that prevents the increase of salaries above the level prevailing in the state government. This causes particularly disastrous results in that the personnel of the employment offices know that many better paid jobs are available elsewhere in the vicinity. There is a general loss of employees, although it varies somewhat in relation to the state salary scales. On three occasions an attempt has been made to get Congress to permit payment of the same wages to these employees as to other Federal workers. This has been unsuccessful because congressmen reason that the employees will then not want to return to state jurisdiction after the war. USES employees are recruited from stat civil service registers. When these are depleted, they can be hired under Federal civil service standards. The new provision requiring Senate ratification of employees paid more than $4500 will prove a further obstacle in cases where it might apply.

Filling Orders That Contain Discriminatory Conditions.--Miss Matyas referred to the fact that, despite Bulletin C-45, the USES will send white applicants if an employer will not accept negroes. Mr. Corson stated that C-45 requires that, before filling an order containing discriminatory conditions, the USES must tell the employer that it has qualified negroes and that the national policy is to give them consideration along with other applicants. However, if the employer will not take negroes, white people are sent. The alternatives of refusing to fill the order or ignoring the discriminatory provisions would mean that the USES would not be used by some employers and that no real attempt was being made to change the discriminatory situation. Also, negroes might be transported from one state to another only to be refused employment. The principal difficulty is that the thinki of both the employment office personnel and the employer must be changed to accept conditions different from those that formerly prevailed. Mr. Corson pointed out that, even before the establishment of the WMC, 12 of the state directors of the USES had had to be discharged. In the South there is discrimination against hiring both negroes and women, in the latter case partly because the main industry is shipbuilding, in which women are not customarily employed. The USES has some offices staffed by negroes and serving negroes.

Campaigns to Recruit Women.--In the recruitment of women, Mr. Corson said, experiences vary with the community. Registration should be undertaken only where and as needed. Miss Matyas mentioned that, although San Francisco has been declare a critical area, there has been no drive to recruit women. It is necessary, Mr. Corson said, to rely on the local employment office manager to decide when a campaign should be undertaken, to prevent its being conducted at the instance of employers who do not want to hire negroes. The USES directors and the WMC directors

work closely together. The experience in Baltimore has shown that the labor-management committees contribute to making these agencies effective in the community.

In areas of acute labor shortage, recruitment campaigns have contributed substantially to the employment of women. With the assistance of Mrs. Dunbar and the women's groups a statewide registration was carried on in Oregon, which has proved invaluable during the last 9 months. A similar campaign was conducted in Seattle. In Detroit, although a substantial proportion of the women canvassed indicated willingness to take jobs, only one out of three actually proved ready to do so. Connecticut plans for registration were adversely affected by publicity about national registration. Mrs. Evans has been working on the assembly of information about experiments in various places, with the idea of providing office managers a pattern to follow in recruitment drives.

A continuing campaign is essential to show employers that they can hire women and to get plants to analyze jobs and train women. The next 60 days, Mr. Corson said, will witness a considerable change in employers' attitudes, because of the drain on manpower by Selective Service.

Dissemination of National Policies to Local Offices.--Mr. Corson said that policy statements are sent directly to all local offices with copies for the chief staff members. In November a meeting will be held in Reno of the principal local managers, state directors, and field supervisors from the western states, where those policy statements will be discussed. Miss Matyas urged that labor-management committees be included at the meeting so that the various ramifications of the subject will be presented.

Action to be Taken by the Committee.--Mr. Corson told the committee that publi understanding of the problem must be developed pending the reopening of the issue in Congress. Mrs. Edwards asked whether it would be permissible to proceed with a publicity program, and the speaker said that this would be desirable but that it should be discussed with Mr. Rubicam so that the proper emphasis would be given.

A resolution addressed to the War Manpower Commission would also be helpful, he indicated, suggesting that it might also be used to enlist the support of women' organizations. Additional funds have already been obtained to enable the USES to handle the new assignments it has received during the last few months. Further responsibilities will develop, however, and more personnel will then be required. The greatest need is for elimination of restrictive provisions on salaries and funds to pay higher wages. The committee agreed that the staff would frame a resolution embodying these points and removal of the requirement that the Senate approve appointments to positions paying more than $4500.

The committee members received copies of a mimeographed statement by Mr. Corson on recruitment of women for war production. They were told that the information in it is not confidential. However, in connection with a chart display by Mr. Corson (entitled "Labor demand in selected areas in which the recruitment of women is needed") they were asked to consider part of the information restrictive.

FURTHER SERVICES TO WORKING WOMEN

Miss Hickey read a statement from Miss Anderson of the Women's Bureau mentioning the increasing need for married women with children to work in factories and the fact that they cannot adequately perform household duties and work the long hours required in war plants. The statement said that services other than child care must be provided. These include assistance in buying and preparing food through kitchens where hot food may be purchased and through community eating places. Provision for shopping and for public or private laundries where war workers can send the wash at moderate cost is also required. Copies of the statement were to be mimeographed and given the committee members.

When Mrs. Bellanca asked what had been done to put these recommendations into effect, Miss Stitt (who represented Miss Anderson) said that the main emphasis thus far has been the attempt to get the proper authorities to provide the eating establishments that were neglected when the dormitories were built. Miss Anderson's statement envisions the need for services in developments of homes, which were not built with the idea that the women would be employed. The problem has been developing gradually and nothing definite has yet been done. Miss Stitt said that the Women's Bureau holds that the WMC should make some ruling about release of the necessary materials.

When question arose about where the responsibility for promoting such expanded services lies, Miss Stitt expressed the opinion that it should be part of the community housing program. Miss Matyas pointed out, however, that the need exists in established urban communities as well as in new housing projects. The Committee should therefore work out a program and ask for subsidy and direction from the Federal Government. In Great Britain, Miss Stitt said, the plan must originate with the local city government; vacant rooms and buildings are used, the project is manned by women volunteers, and the food is sold at cost. Miss Matyas maintained that the British situation is very different and that communities lack direction and impetus.

Miss Rodin explained that the Defense Health and Welfare Service has been the agency to make certification of need for all funds under the Lanham Act. It has had regional representatives and now plans to have area representatives in connection with the industrial area manpower director. The Defense Health and Welfare Service is planning to assign people to coordinate with the War Manpower Commission health and welfare problems in the whole field of nutrition, medical care, daycare, recreation, and education. This establishes a channel by which the points under discussion can be handled.

It was agreed that staff members would draft a resolution embracing the committee's opinion that there should be a Federal subsidy and direction for community services along with community initiative and community partial support in furnishing certain facilities. The resolution would cover the services mentioned in Miss Anderson's statement and those spoken of by Mr. Brunet. It would also urge the use of Lanham Act funds for this purpose. This resolution was to be presented in rough-draft form the following day. Mrs. Hobart proposed that it be submitted

to Mr. Taft for any suggestions he might care to make. Miss Radin pointed out that the War Manpower Commission is developing plans, which will be referred to the Committee, on defense health and welfare that will cover the entire field and have to do with conditions both within and outside the plant. Since the problem requires immediate action, Miss Hickey indicated that the Committee would continue with its plan of having a resolution brought in.

1

Keep

Dated: November 7, 1942

NOV 13 1942
DEPARTMENT OF LABOR

My dear Mr. President:

Following our discussion of the desirability of a general registration of women I am presenting for your consideration certain facts and recommendations which have a significant bearing on the question.

As I indicated to you I think it is very necessary that any program for the accelerated use of women, to meet the labor demands of war production and essential civilian industry, should be part of an over-all plan for the most effective utilization of the labor reserve. My recommendation is to concentrate first on critical areas where the need for women has been definitely established and plans made for their absorption in war industry and essential civilian employment. This means, in effect, that plans for the registration of women in a critical area would be a part of a program developed by the War Manpower Commission for designated critical areas.

I am inclined to believe that a general registration of women should not be conducted at this time for the following reasons:

1. The recruitment of large number of women for production is not necessary at this time in all production areas.

The need for large numbers of women not already in the labor market is not general throughout the country. In 65 key war production areas, male labor shortages exist and in 130 more areas, male labor shortages are anticipated in the near future. In some of these areas, because of the characteristics of local industry, shortages cannot be solved by the greater utilization of women. In 46 of these areas there exists the need for a campaign to promote the utilization of women. The need for further employment of women will develop in 71 more areas. The lack of mobility of most woman makes it necessary that the needed workers be obtained in the areas in which they will be needed.

2. Experience to date indicates that publicity, backed where necessary by a voluntary general registration to match the expressed needs in specific areas, can be relied upon to provide a sufficient female labor force at the present time.

Mr. President:

3. Employers are not yet hiring women in large numbers

Measures to increase the reservoir of female labor will not in itself solve the labor supply problem. A major obstacle in the large-scale employment of women is the attitude of employers toward hiring women in occupations in which they are not customarily employed.

4. It is undesirable to conduct general registration far in advance of the need

The registration of women far in advance of the time they are needed is damaging to their morale. Moreover, changes which occur in the employment and availability status of women renders much of the information invalid in a short period of time.

5. Compulsory registration of women would not in itself assure the availability of the number of women required by employers

Registering women would merely provide information regarding their potential availability. In the absence of measures requiring those who are available to accept work, the results would be little better than can now be achieved by means of directed voluntary registration in areas where the need has been established. In advance of the time when we are prepared to propose legislation authorizing the Federal Government to refer women compulsorily to jobs in essential production the present voluntary methods of registering women in communities where the need already exists will in my opinion better meet the problem than a general registration. I shall be happy to present any further facts which you may desire in considering plans for the effective and increased use of women in the national labor force.

Sincerely yours,

Paul V. McNutt,
Chairman

Enclosures

The President,
The White House,
Washington, D.C.

Pages missing in original

REPRODUCED AT THE NATIONAL ARCHIVES

and work the long hours required in war plants. The statement said that services wother than child care could be provided. These include assistance in buying and preparing food through kitchens where hot food may be purchased and through community eating places. Provision for shopping and for public or private laundries where war workers can send the wash at moderate cost is also required. Copies of the statement were to be mimeographed and given the committee members.

When Mrs. Bellanca asked what had been done to put those recommendations into effect, Miss Stitt (who represented Miss Anderson) said that the main emphasis thus far has been the attempt to get the proper authorities to provide the eating establishments that were neglected when the dormitories were built. Miss Anderson's statement envisions the need for services in development of problem has benn the home, where was not built with the idea that the women would be employed. The problem has been developing gradually and nothing definite has yet been done. Miss Stitt said that the Women's Bureau holds that the WMC should make some ruling about release of the necessary materials.

When question arose about where the responsibility for promoting such expanded services lies, Miss Stitt expressed the opinion that it should be part of the community housing program. Miss Matyas pointed out, however, that the need exists in established urban communities as well as in new housing projects. The Committee should therfore work out a program and ask for subsidy and direction originate from the Federal Government. In great Britain, Miss Stitt said, the plan must originate with the local city government; vacant rooms and buildings are used, the project is manned by women volunteers, and the food is sold at cost. Miss Matyas maintained that the British situation is very different and that communities lack direction and impetus.

.....

The Defense Health and Welfare Service is planning to assign people to coordinate with the War Manpower Commission hearlth and welfare program in the wholefield of nutrition, medical care, daycare, recreation, and education. This establishes a channel by which the points under discussion can be handled.

* * * * * * * * * * *

~~15 16 Chicago~~

WAR MANPOWER COMMISSION

WOMEN'S BUREAU
NOV 20 1942
DEPARTMENT OF LABOR

November 18, 1942

MEMORANDUM

TO: Members, Women's Advisory Committee

FROM: Marjorie G. Russell, Executive Secretary

The next meeting of the Women's Advisory Committee is scheduled for December 2 and 3, 1942 at 10:00 a.m. in Room 5546.

The minutes of the previous two-day session of the Committee together with the Management-Labor Policy Committee are attached.

The first item constitutes a discussion of the proposed registration of women which will be lead by Miss McKelvey and Miss Southall.

Dr. Elliott will amplify the enclosed administrative order No. 10 on functions and responsibilities of the Professional and Technical Personnel Division. In addition to his statement outlining the Division which is within his jurisdiction Dr. Elliott will present the two outstanding programs operating in the Division i.e., Engineering, Science, Management, and War Training Program, and the College and University Student Program.

The Policy statement on employment of youth under 18 years of age as cleared by the War Manpower Commission and revised by the staff is enclosed. It is anticipated the Management-Labor Policy Committee will consider the policy at its next meeting and a report will be made at the Women's Advisory Committee meeting.

It is expected that Miss Bloodworth will be prepared to report for the subcommittee on public relations. She has asked that the members give some thought to the possible programs which might be carried out in order to emphasize and strengthen public relations in their particular communities. These will be discussed at the meeting.

The interim report of the Management-Labor Policy Committee which was submitted to the President by the Chairman of the War Manpower Commission on November 4 is enclosed. The subject will be discussed with a member of the staff.

A copy of a Planning Division memo dated September 25 and entitled "Summary Statement on Manpower Requirements and Implications for Overall Planning and Policies" is attached in accordance with an agreement of the staff to supply you.

A copy of each of the three resolutions adopted at the previous meeting is attached; i.e.,

1) Recommendations with regard to development of community services made necessary by the increased employment of married women.
2) Resolution on Removal of Senate Confirmation Requirements from appropriations for the War Manpower Commission.
3) Resolution with regard to removal of restrictions on operating effectiveness of the United States Employment Service.

In connection with the third resolution there is attached a copy of the letter to Congress signed by the Chairman transmitting the resolution adopted by the Management-Labor Policy Committee on the same subject.

In view of the Committee's interest in the program announced by the Chairman, October 28, on the stabilization of the nation's dairy, livestock and poultry farms there is enclosed a copy of the plan released on October 28, together with a copy of Directive XIV.

A document presented by the Women's Bureau, Department of Labor, dated October 24, to the Committee at its last meeting has been enclosed for your information and records. It will be noted that this ties in directly with the resolution adopted on community services by this committee.

A memorandum from the Director of the United States Employment Service on employment of women in critical labor supply areas was, I believe, distributed at the last meeting. In the event everyone did not receive a copy there is attached one for your record.

There is also forwarded a bulletin entitled "Manpower Campaigns" prepared under the direction of Mr. Raymond Rubicam, Special Assistant to the Chairman, and in charge of the Information Service. This bulletin outlines a proposed public relation program, part of which is already in operation, the remainder is being developed now.

Under date of October 8, the Bureau of the Budget further amended the Standardized Government travel regulations. For the benefit of those who travel to and from Washington a copy of the revisions is enclosed.

In accordance with the request of a committee member there is enclosed a copy of each of the bills pending in Congress involving national service.

For your information there is also attached a bulletin "Development of Manpower Policy" as carried out by England. It will be remembered the Chairman (Miss Hickey) gave the names of other bulletins available at the British Information Service.

A pamphlet released by the Office of War Information on radio material entitled "Women in the War" is enclosed for your information.

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

AGENDA

December 2 and 3, 1942 - Room 5546 - 10:00 A.M.

1. Discussion of Proposed Registration of Women. (Miss McKelvey and Miss Southall)

2. Presentation and Discussion of Training Programs. (Dr. Elliott)

   a) Outline of Technical and Professional Division
   b) Engineering, Science, Management, and War Training Program
   c) College and University Student Program.

3. Report of Management-Labor Policy Committee and War Manpower Commission Action on Proposed Policy on Employment of Youth Under 18.

4. Report of Sub-Committee on Public Relations. (Miss Bess Bloodworth)

5. Consideration of Management-Labor Policy Committee Report of November 4 to President.

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF FOURTH MEETING, DECEMBER 2, 1942

10:30 a.m. to 12:00 m. and 2:00 p.m. to 5:00 p.m.

Room 5110, Social Security Building, Washington, D. C.

Miss Margaret Hickey, Chairman

Committee Members Present
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche M. Ralston

War Manpower Staff Present
Mr. Paul V. McNutt
Miss Lillian Alexander
Mr. Phil Broughton
Mrs. Anne T. Brown
Mr. Max Chambers
Miss Mary Curran
Dr. Edward Elliott
Mrs. May T. Evans
Dean Bernard Gavit
Miss Helen Greenblatt
Mrs. Eva Hansl
Mrs. Fowler V. Harper
Mr. George Jaqua
Mrs. Edith M. Keyes
Miss Bernice Lotwin
Mrs. Marjorie Marshall
Miss Thelma McKelvey
Miss Rhea Radin
Mr. Alvin Roseman
Mrs. Rowena Rommel
Mr. Raymond Rubicam
Miss Marjorie G. Russell
Miss Sara Southall
Mr. Clarence Weiner

Present by Invitation
Mrs. Franklin D. Roosevelt

Federal Security Staff Present
Mr. Maurice Collins
Capt. Watson B. Miller
Miss Mary Switzer
Mr. Jack Tate
Mrs. Ellen Woodward

Labor Department Staff Present
Miss Mary Anderson
Miss Kathryn Lenroot

USES Staff Present
Miss Helen Ringe

SUMMARY
WRITER: MG, Minutes and Reports Section, OEM

PURPOSE OF THE MEETING

In the morning session Mrs. Roosevelt addressed the group on the British womanpower program. In the afternoon Dr. Elliott outlined the work of the Technical and Professional Division, and certain problems of training and placing women were discussed by the committee.

CONSIDERATION OF THE BRITISH WOMANPOWER PROGRAM

Mr. McNutt introduced Mrs. Roosevelt, who spoke to the committee on her observations of British women in the war program. Out of the immediacy of their danger, the British have had to conscript women and to use them in many ways that may never be necessary in the United States, Mrs. Roosevelt said. Our problem is a very different one, she pointed out. But she believed that much may be learned from the British experience and that many of the procedures that have been worked out there may be adapted to the situation in the United States. She spoke particularly of the completeness with which the British have discarded their prejudices against women workers. Everywhere in England she saw women at work, many of them on highly skilled industrial production jobs that are ordinarily held only by men. The age-old fight for equal pay is still going on, but the principle is being recognized more and more, and she anticipated a considerable movement toward its fulfillment before the war is over. Above all, the draft has enabled the British to find out where the skills and the interests and abilities indicating potential skills are. They know what the needs are and what the supply is. In this respect they are better off than we are, Mrs. Roosevelt believed.

The British plan of conscription allows women to make a choice of the auxiliary services, the land army, or factory work and also attempts to give them some choice of work within the service selected, Mrs. Roosevelt said. Women between the ages of 18 and 45 are drafted, and nearly all women over 45 are doing work of some kind, frequently on a part-time basis, outside the draft. She described some of the provisions that are being made to use part-time workers in industry.

In the plants, Mrs. Roosevelt said, the women are working on 10 and 11-hour shifts. There is a feeling of obligation to produce, but the plants do have the problem of absenteeism, principally because the work at home accumulates and the women have to stay home to do it. The labor turnover is slight, however, for the workers are practically drafted. She described the labor and management committees that have been set up in every plant as regular permanent committees to listen to recommendations or complaints. Women, as well as men, sit on these committees to recommend how things should be done. The committees meet once a week, and every suggestion that is made is given consideration. The supervision in the plants is good. A new girl is always put on with an old one, who watches her work closely.

Mrs. Roosevelt also described the work of the Land Army. These workers get all the benefits of factory workers, such as health benefits and unemployment insurance, and they are assured a certain fixed amount of pay, over the cost of living.

Nowhere in England are women with small children urged to go into industry, Mrs. Roosevelt said. But some of them must work. Care for the small children of working mothers is provided through Government financed nurseries of two types, resident nurseries and day nurseries. Mrs. Roosevelt described the nurseries that she had visited as very simple but efficiently run. The children looked well cared for and healthy. For the convenience of the mothers, the day nurseries are placed close to a bus terminal in the neighborhood in which the workers live. They are not located near the plants because of the greater danger of bombing there. Each nursery is under the supervision of a doctor and is headed by a trained nurse. Very young girls are used as aides. The head people are always paid persons, but as much volunteer assistance as possible is used. Both paid and volunteer workers are under Government direction. The Government is trying to educate mothers to use these nurseries, rather than leave their children with someone at home or with neighbors, because of the better food and care and the greater safety in bombings that can be provided.

Mrs. Roosevelt was asked what measures the Government has taken to supervise and protect the older children who are working and whether any attempt is being made to supplement their education. The children leave school at 14, she said, and nothing is done by the Government for their education after that. But the communities themselves try to keep some kind of entertainment in the schools after school hours to draw these young people back.

The committee also asked what community services have been established to help women who have gone to work. Not very much has been done, Mrs. Roosevelt said, in the ordinary organization of the community except for the establishment of community restaurants, which are excellent.

Mrs. Roosevelt described a number of uses to which mobile canteen service is put in everyday life, particularly in places where permanent feeding arrangements cannot be set up. Every factory runs a canteen to provide a hot noonday and midnight lunch for workers, and every school child in Great Britain gets a hot school lunch, cooked by the Women's Voluntary Services. These volunteers also provide canteen service to men and women in the field at noon. Great Britain has had to do all of these things, which may never be needed in the United States, Mrs. Roosevelt said.

In reply to a question about health conditions, Mrs. Roosevelt said that one of the miracles is how epidemics have not started in the shelters. But health conditions are good, and there has been no major epidemic. For one thing, although the food is dull, most people are better fed than they have ever been before. Every chold gets a pint of milk a day, as well as a hot school lunch. Greater resistance to disease, she believes, has been built up through the provision of better balanced diets. Then, too, the bombings have wiped out many of the crowded slum areas, and the people have been moved into areas where living conditions are better. The plan of billeting gives a check also on the number of people living in each place.

Mrs. Roosevelt pointed out one thing that has been badly done in the British program. Proper medical examinations have not been given before induction into any of the services. No examination of men or women has been made for social diseases, and the incidence of social diseases has gone up 57 percent in the past year. Mrs. Roosevelt believed that there is a greater conception of the need for such care in the United States and a greater willingness to face the realities of this problem.

Members of the committee questioned Mrs. Roosevelt on the work of the advisory committees that work with the Government on problems of workers. She had not sat in on any of their meetings, she said, but she did know that the organization of the Ministries takes women into consideration, and that in almost every Ministry the second person is a woman. The responsibility of women in these things has made a difference in the position of women, she said. There is enormous interest among the British people in postwar planning, Mrs. Roosevelt said.

DIVISION OF PROFESSIONAL AND TECHNICAL EMPLOYMENT AND TRAINING

Dr. Elliott described the Division of Professional and Technical Employment and Training as comprising various units, among them the Procurement and Assignment Service; the National Roster of Scientific and Specialized Personnel; the Engineering, Science, Management, and War Training Program; and the College and University Student Program. He discussed the work of each unit in relation to the war effort, and particularly pointed out the place of women in the total program.

The Procurement and Assignment Service, Dr. Elliott said, was set up first for allotting physicians and surgeons to the Army. It is now more important for its work of conserving medical and dental service for civilians.

The National Roster is designed to secure registration and pertinent professional information on all the scientific and specialized personnel of the country. The roster, which was initiated before the war, lists the names of half a million American scientists and other specialists, in addition to the list of 175,000 physicians. Dr. Elliott spoke also of a proposed special register of women who have had college training and some experience in scientific work. These women form a considerable pool of potential scientific ability. With supplementary instruction, many of them will be useful in meeting the various needs for scientific workers.

Under the Engineering and Science Program, nearly half a million persons have had short or long periods of instruction that have been of great value in the war effort, Dr. Elliott said. The program has had an appropriation of 30 million dollars this year, and 40 million dollars has been requested for the work of the unit for the coming year. Some 181 institutions are operating under the plan, and some 3,000 different courses are offered. The cooperating institutions are allotted Federal funds for approved projects, and they may use their own staffs for conducting the courses offered. All of the courses are open to women on a equal basis with men, Dr. Elliott said.

Dr. Elliott spoke of the program for utilizing the colleges and universities in the war effort as still in a state of flux. There has been a sharp division of opinion on some of the policies stated in the WMC report, and particularly on the statement that all able-bodied young men are destined for the armed forces. He pointed out that if the war is a long one, we cannot afford to throw aside all technical and scientific and cultural training, or we shall be without critical services that depend upon long periods of preparation. The determination of what use should be made of the colleges and universities must consider this possibility, Dr. Elliott believed.

He pointed out also that it is very difficult to get young women to go into long-time training for professional activities. They want to get immediately into war work. It is a question of fostering a realization that essential service is not only direct military service, he suggested. Women will have to be trained in increasing numbers for the various forms of civilian social service that are now becoming so highly important in the conduct of the war. Above all, however, adequate teaching staffs must be maintained for the schools. This work is so important, he believed, that the Government should give financial aid to assure that this part of the country's trained personnel is not depleted. Dr. Elliott's office has prepared such a proposal to Congress, he said.

Dr. Elliott informed the committee that a competent leader is to be appointed by the WMC for all women's activities as they affect the higher institutions. He spoke also of the October 17 report of the Committee on the Use of College Women in the War, and agreed to see that copies of this report are delivered to Miss Russell for distribution to the committee members.

PLACEMENT OF TRAINED WOMEN

The committee pointed out that no proper placement of professionally and technically trained women is provided for, and that without such provision the effectiveness of the training program is in question. It was agreed that the committee and the staff together will study the problem. Each member of the committee will find out what is being done in her own area and report back on this at the next meeting. At the same time, the staff will gather information on: (1) the use that is being made of the roster in placing women; (2) the extent to which women who take the Engineering and Science courses are being placed and by what method; and (3) the demand made upon the United States Employment Service for technically trained women, the extent to which it is met, and the method of meeting it.

If the findings indicate the need, this information will then be used as a first step toward getting a special placement service to facilitate the flow of trained women into jobs on the professional and technical level.

INCREASED TRAINING AND SUPERVISORY PERSONNEL

The need for increased personnel in management was described and discussed by committee members. No genuine analysis of turnovers, absenteeism, and other forms of labor waste is being made in the plants, they said, and nothing is being done to get at the basic difficulties. It was believed that a stronger statement on this subject can be made now than was originally made and that industry will be less opposed to the idea now.

REPORTS FROM REGIONAL DIRECTORS OF WMC

The question of the committee member's relationship to the regional office of the WMC functioning in her area was raised and the criticism was made that committee members are not asked to sit in on the conferences and are not informed of what is being done by the WMC offices in their areas. The committee voted to recommend that its members be sent the reports of the WMC regional directors in all areas, to keep them informed of activities relating to the total program.

ALLEGED DISCRIMINATORY EMPLOYMENT PRACTICES

Mrs. Bousfield read to the committee a letter from a Cincinnati attorney, charging that discrimination in employment is being practiced against Negro women in the Cincinnati area. On her recommendation, the committee voted to refer the matter to the Fair Employment Practices Committee of the War Manpower Commission.

****

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF FIFTH MEETING, DECEMBER 3, 1942

10 a.m. to 12:30 p.m. amd 2 p.m. to 5:30 p.m.

Room 5546, Social Security Building, Washington, D. C.

Chairman

Miss Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche M. Ralston

War Manpower Staff Present
Miss Lillian Alexander
Mrs. Anne T. Brown
Miss Mary Curran
Mrs. May Thompson Evans
Miss Helen Greenblatt
Mrs. Eva Hansl
Mrs. Edith M. Keyes
Mrs. Marjorie Marshall
Miss Sylvia Hagler
Miss Thelma McKelvey
Miss Marjorie G. Russell
Miss Sara Southall
Mr. Clarence Weiner

USES Staff Present
Miss Renee Lubin
Miss Helen Ringe

SUMMARY
WRITER: MG, Minutes and Reports Section, OEM

PURPOSE OF THE MEETING

The agenda for the second day's meeting of the Woman's Advisory Committee included the following subjects: (1) Proposed registration of women; (2) Report on the Management Labor Policy Committee action on the proposed policy on employment of youth under 18; and (3) Report of the Subcommittee on Public Relations.

DISCUSSION OF PROPOSED REGISTRATION OF WOMEN

In introducing the proposed registration of women for the committee's consideration, Miss Hickey briefly summarized as background the British plan and pointed out certain aspects of British experience that have relevance to the problem in the United States. At Miss Matyas's request she agreed to provide committee members with copies of this summary.

The committee then reviewed the "Initial Program for Accelerated Employment of Women," which proposes that a women's enrollment campaign be conducted under specified conditions in certain labor-shortage areas, to bring into the labor market large numbers of women who are not customarily employed. The detailed provisions of this program were discussed in conjunction with the facts revealed in the confidential summary of registrations that have already been conducted.

Program for Conducting Women's Enrollment Campaign.--The various points provided for under the plan of enrollment were considered by the committee, particularly in relation to the campaign that has been conducted in the Detroit area. At the request of the committee, Miss McKelvey described the Detroit campaign, which enrolled 260,000 women in August under the sponsorship of Federal agencies (primarily the U. S. Employment Service) and with the help of many local volunteer workers. Miss McKelvey attributed the failure of the Detroit program to the fact that the employers continued hiring the gate, instead of using the registration list in placing workers. To avoid this type of situation, she said, the program proposes to get local agreements signed by employers as preliminary to the enrollment campaign. The Detroit employers wanted the registration because of the relationship of war contracts to labor supply, it was pointed out, and they had no further interest in using the lists, once they were compiled.

Response of Women.--Out of 33,000 women called in for interviews in Detroit, only 12,000 or about 35 percent, responded and only about 21 percent of those who responded were referred to jobs, a committee member pointed out. If these results are representative, she believed, tremendous numbers of women will have to be called in. The response varies greatly in different localities, Miss McKelvey said, but it has not been very good in general. Mr. Weiner believed that the degree of response is directly dependent upon the attitude of the employers. He believed, also, that the type of calling card used in the Detroit area had something to do with the discouragingly small response. If a specially designed card had been used, the response would

6-2946-NOBU-COS-PUN-WP

Has not been written

have been better, he said. Many who had filled out the registration card did not realize that the calling card had reference to the registration. An operational bulletin is being written, he said, to set forth the best practices discovered in the field. It recommends the use of a calling card that will carry over the same type of appeal that the registration card makes.

Agreements with Employers.--The need for a closer relationship between the U. S. Employment Service and the employing groups was pointed out by Miss Matyas, who said that employers do not yet make use of the Employment Service. All the Labor and Management groups are working on such agreements, Miss Southall pointed out. In the whole Pacific Coast area a certification plan is being drawn up, and the agreements are going to call for certification before a worker changes his job. The control will be in the Employment Office, although an employer may be designated as a certifying agency with the approval of the Labor-Management Committee. It is a long, hard job to get all these arrangements through, however, and any one employer can upset the plan by refusing to sign, Miss Southall said. She questioned whether, from a practical standpoint, recruiting can always wait until all the desired conditions exist. The most important thing, she said, is to get the employer's specifications on hiring before starting recruiting. It will not always be possible to stop in-migration completely, she believed.

Mrs. Bellanca asked how much pressure is being brought upon management by the national Management Labor Committee, to increase employer use of the U. S. Employment Service. The national representatives do support the principle, she was told, but it is difficult to bring pressure down to individual cases so that there is effective use of the Employment Service. Miss Hickey pointed out that management, labor, and the people not now employed can only be "persuaded" to support the plan. There is as yet no other control. But it must be kept in mind, she said, that there may be more direction and more control later.

The facts do show an increasing percentage of acceptance of referrals coming from the U. S. Employment Service, in proportion to total accessions by industry, Miss Ringe said, and there is a great change from a year and a half ago in this respect.

Manning Tables.--It was agreed that Mr. Charters will be asked to explain the Manning Tables to the committee at a later meeting. A good explanation is also given in the November issue of Factory and Management, Miss Ringe said.

Unemployed Persons in the Labor Market.--The program urges full use of unemployed persons already in the labor market, including minority groups, aliens, handicapped persons, and women, before efforts are made to bring into the labor market women who are not usually a part of it. In commenting on this point, Miss Hickey said that the problem of the older women must be remembered. Hiring practices cannot be changed over night, she said, but perhaps a better job can be done toward breaking down the age prejudice so that older women will be used.

6-2946-NOBU-COS-PUN-WP

Mr. Weiner said that there is an increasing use of minority groups. The number of Negro workers employed by war industries is gradually increasing, although this increase has been less sensational than the increase in employment of women. Employers are more willing to use women than Negroes, he said.

The increasing use of Negro workers in nonessential industries was reported also, in jobs where they have never been used before, and handicapped persons are also being used, it was said.

Obtaining Management-Labor Support of WMC Policy.--Part of the formulation of the program is to get management and labor support, Miss McKelvey said. No local area director is to propose a plan not completely supported by the Labor-Management Committee. She described the use of the policy in connection with Navy contracts. The Navy Department has sent a letter to its suppliers, directing them to carry out the provisions of the program on Navy contracts. This makes a direct tie-in with the local situation through the contract, she pointed out. Miss Hickey asked whether this information can be released for the influence it might have on other industries and agencies. Miss McKelvey will check for the Navy Department's permission on this point.

It was agreed also that about 20 copies of the WMC policy will be sent to each committee member for distribution to interested groups in the local areas. Over 5,000 copies have been distributed through the schools, and the Labor press has published the statement quite widely, it was said. The possibility of reaching management further through the Industry Divisions of WPB was also proposed.

Part-Time Workers.--The question was raised whether anything has been done in labor-shortage areas in the United States to push the idea of part-time workers, and whether employers could be persuaded to arrange shifts to use women on some part-time basis. The idea has been pushed only slightly, Miss McKelvey said, but a national pattern of procedure and practice will be helpful. Mr. Weiner pointed out that the part-time principle is already practiced in the nonwar industries, and that the war industries are beginning to use part-time men. He said, too, that the Civil Service has recently named eight types of jobs that are open to part-time workers. This practice will be authorized in the field also, and the Government will be taking the lead in the part-time program by this move. It is difficult, however, for management to organize its shifts so that part-time workers can be used, Mr. Weiner pointed out. He knew of no war plants that have instituted part-time shifts for women. Mrs. Bellanca suggested that a bigger public relations job on the part-time idea would help to get the result desired.

Policy on War Contracts.--A problem arising from the shifting of war contracts from the labor-shortage areas was brought up by Mrs. Bellanca. The WMC has declared Baltimore not entitled to war work on clothing. As a result, no contracts for uniforms are going to Baltimore clothing manufacturers, and since little civilian work is being done, the Baltimore clothing workers are being thrown out of work. Many of the older workers cannot go into the war plants, and they are being forced onto relief for lack of employment. Mrs. Bellanca questioned the fairness of an order that operates with this effect.

6-2946-NOBU-COS-PUN-WP

Miss Hickey asked in this connection what is being done to retrain older workers who are being displaced by such conditions. They receive priorities in retraining, Mr. Weiner said, and are retrained wherever possible. But, he pointed out, there is a shortage of training facilities. Miss Matyas believed that it was almost impossible to retrain clothing workers, and that to do so while clothing is still needed would be absurd. Although Baltimore is a tight area for heavy industry, she saw no reason why clothing contracts should not go where there are workers who cannot be transferred.

Mr. Weiner explained the background of the order. For the past 2 years, he said, the U. S. Employment Service has tried to persuade the Army and Navy that war contracts should not be let in labor-shortage areas if it is possible to place them in labor-surplus areas. This plan has now been definitely agreed upon by the Army and, to some extent, by the Navy, and WMC has been asked to provide a list of areas to be used as a guide in determining where contracts are to go. Difficulties have arisen from the plan in many areas, he said, and many of the complaints have been warranted. These complaints are being taken up. Contracts are being reexamined and corrections will be made in many instances. But it is important that the principle has been established for the many situations in which it is valuable to the war effort, Mr. Weiner thought.

Utilization of the Older Worker.--The point raised by Mrs. Bellanca emphasized the importance of additional work on the utilization of older workers. At Miss Hickey's proposal, it was agreed that the staff would start research toward the drawing up of an effective statement enunciating the position of WMC on this subject and that informational background for consideration of the problem would be provided to the committee at its next meeting. The study is to be made from the total manpower point of view, rather than as a problem of women workers alone.

Transfer from Less Essential Industries.--The program points out the need for a planned transfer of men and women workers to the war industries from less essential industries and for the substitution for them, when desirable, of older workers, part-time workers, or workers who are otherwise not qualified for war production, it was pointed out.

One difficulty in getting workers to transfer from less essential industries is that these workers lose seniority and other rights they have in their present employment, Miss Bloodworth said. Industry does not give them the privilege of reinstatement that is being given to men who go into the Army. Mr. Weiner corroborated this view of the problem. Three-fourths of all persons called in for referral to essential industries have refused, he said, and the chief reason given is the loss of rights on the present job. The wage question is less important than the question of these rights, and workers are turning down jobs paying higher wages, to stay on in jobs paying less but carrying with them certain established rights that would be lost by transfer.

CONCLUSIONS ON THE PROPOSED PLAN

Miss Hickey asked whether the committee would agree to support the policy of enrollment of women in selected critical areas, rather than an over-all registration of women.

Some committee members opposed acceptance. The plan proposed is not new, it was said, but is only a formal statement of what WMC has been doing. The question is one of how effective the method has proved in the registrations that have already been conducted. The confidential report on these registrations, it was argued, indicates the failure of the voluntary, piece-meal plan. According to the figures, there is no interest on the part of women, and if these figures are representative, there is need to emphasize the importance of war work by a national, over-all registration. A national registration, written as a law, it was believed by those who expressed this view, would create the necessary sense of the importance of the step and would set up authority for the utilization of women. The list compiled would be ready for use by areas as needed. It was argued, also, that a recruiting program in itself is not enough. Two other steps are essential: (1) the establishment of facilities to assure care for the homes and children of women who register; and (2) a thorough analysis of present practices to ascertain whether the labor that is now available is being efficiently and completely used. The problem is not only one of labor shortage, but of maldistribution and confusion, it was said.

On the other hand, the need for meeting actual and critical labor shortages, quickly and efficiently, where they now exist, was recognized. The proposed plan is pulling together into one the best of all the scattered single plans, no one of which contained all the provisions of the proposed over-all plan, Government representatives pointed out. It is designed to correct the weaknesses that have been found in the enrollments so far conducted, and its provisions consider the need for adequate child-care agencies and other necessary community facilities as preliminary to a successful registration of women. The fact was emphasized that the registration of women is being handled as a segment of national service legislation, but that it is ahead of the total plan.

Miss Matyas brought the discussion to a motion. In giving her support to the plan, however, she suggested that the consideration of enrollment only in a narrow sense, even if provision for community facilities is included, is not enough. The solution must go deeper, she said, to find out whether industry is now so organized that it will not need additional labor if the present supply is efficiently used, whether present supervisory services are adequate in industry, whether proper provision is being made for upgrading workers, et cetera. She believed that the determination of whether industry is organized to utilize the labor supply it already has must be a part of the procedure of declaring a specific area a labor-shortage area, in which registration of women is to be undertaken. All of these points are included in the policy as stated, Miss Hickey said, and there need be no fear that they will not be taken into consideration.

6-2946-NOBU-COS-PUN-WP

Miss Matyas then moved that the committee concur in support of the plan for enrollment of women on a local basis, where area committees have agreed that such enrollment is essential. The motion was seconded by Mrs. Baldwin and carried by vote of the committee.

REPORT OF THE SUBCOMMITTEE ON PUBLIC RELATIONS

Miss Bloodworth presented to the committee the report of the Subcommittee on Public Relations. Part I of the report outlined the groups to be approached and the methods to be used in reaching them through a planned and coordinated publicity campaign. The proposed methods were discussed by the committee, and the importance of tying in locally with programs in areas where recruiting is to be done was brought out.

Part II of the report recommended that adequate staff be attached to the committee in the Washington office to handle its work. The task of following up on recommendations and keeping the policy moving along effectively between meetings imposes an unreasonably heavy burden upon the already overburdened part-time executive secretary, the committee agreed. By vote of the committee, Miss Hickey will transmit the request for a full-time executive secretary, to be attached to Miss Russell's office and to handle the work of the Women's Advisory Committee.

EMPLOYMENT OF YOUTH UNDER 18

Miss Hickey reported that the tentative policy statement on employment of young workers had met with decided opposition in the Management-Labor Policy Committee, especially in reference to its application to agriculture, and that it had been tabled there until representatives of all farm groups can be heard at a general meeting on the whole agricultural problem. There is opposition from one farm organization, at least, on this particular point, Mrs. Edwards explained. But the other side of the agricultural view will be represented at the meeting of the Management-Labor Committee on December 12, when the subject is scheduled to come up again, she said.

RELATIONSHIP TO ORGANIZED GROUPS

Letters stating suggestions and expressing attitudes of organized groups on the womanpower program are coming in increasingly, Miss Hickey said, and some policy regarding the handling of them should be arrived at. It was agreed that such statements will be summarized and submitted to the committee members for their information.

REPRINTS

The committee agreed to send a note of thanks to Mrs. Gould, who had arranged for reprints of the Furnas article, "Woman Power," for distribution.

ANNOUNCEMENTS

Representation at Other Meetings.--Miss Hickey announced that Mrs. Baldwin will attend the Management-Labor meeting on December 11 as her alternate, and that Miss Bloodworth will represent the Woman's Policy Committee at the meeting of the Committee on the Use of College Women in the War, to be held in New York on December 12 and 13. It was agreed that Miss Hickey will arrange to discuss the report of the committee before the Women's Patriotic Conference on National Defense, that will meet in Washington on January 26 and 27.

Womanpower Radio Program.--Mrs. Eva Hansl, who is working on the Womanpower program, has asked for suggestions from the committee on projects, special community woman power set-ups, and human interest stories of women in war work, to be used in this series of broadcasts, Miss Hickey said. They may be sent to her either at the Federal Security Agency or in care of Woman Power, Columbia Broadcasting Station, Washington, D. C. Miss Hickey will speak on this program over the Columbia Network at 12:15 (EWT) on Sunday, December 13.

Subcommittees.--The Subcommittee on Education (Mrs. Bousfield, Miss Allen, Mrs. Edwards, Mrs. Dunbar), which had been appointed at the last meeting, has not yet been given any specific assignment, Miss Hickey said, but it will be held in readiness for work developing out of consideration of the policy on the employment of young workers.

Miss Hickey referred to the Subcommittee on Public Relations (Miss Bloodworth, Mrs. Edwards, Mrs. Bellanca, and Mrs. Gould) the additional problem of utilization of women's groups on a national level. The staff has already developed a skeleton plan, upon which it wants the help of the committee, she said.

A subcommittee to study the problem of employment of women in agriculture was appointed, consisting of Mrs. Edwards (chairman), Mrs. Dunbar, and Mrs. Ralston. The committee as a whole will stand ready to help in every way, Miss Hickey said, and the staff will work with the subcommittee.

It was agreed that subcommittees will regularly meet the day before the scheduled meeting of the committee as a whole.

NEXT MEETING

January 13 and 14 will be proposed to Mr. McNutt as convenient dates for the next meeting of the Women's Advisory Committee.

6-2946-NOBU-COS-PUN-WP

dupe

12/3/42

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE

December 3, 1942

The Women's Advisory Committee adopted the following motion:

THAT, the Women's Advisory Committee concur in support of the plan for enrollment of women on a local basis where area committees have agreed that such enrollment is essential.

WAC - WMC

Functions: 10-1-42

States: 5-12-43
5-13-43
6-16-43
6-17-43
8-12-43

see also Miss Lokey's History of the WAC

Relationship to WMC Directors 12-2-42

respect to the areas from which the respective members come.

dupe

December 3, 1942

MOTION REQUESTING REGULAR REPORTS FROM REGIONAL OFFICES OF WAR MANPOWER COMMISSION

The Women's Advisory Committee moved and adopted the following motion:

THAT, the Regional Directors of the War Manpower Commission are hereby requested to submit regular reports of their activities to the Women's Advisory Committee of the War Manpower Commission in order that they may have a complete picture of the program with respect to the areas from which the respective members come.

ame dy

McNutt Says 18 Million Women Must Be Working by 1944

By Christine Sadler

Post Staff Writer

Manpower Commissioner Paul V. McNutt yesterday declared at least 18 million women must be recruited and gainfully employed by the end of 1943, and created a Women's Policy Committee of 12 members to help him mobilize them for the war effort.

He will utilize the committee in determining whether a compulsory Nation-wide registration of womanpower should be asked and later—if the need arises—in working out details of a womanpower draft.

Margaret A. Hickey, vice president of the large National Federation of Business and Professional Women's Clubs, was named committee chairman. Other members are Mrs. Harris T. Baldwin, 4428 Volta Place Northwest, vice president of the National League of Women Voters; Mrs. Lewell Hobart, past president of the American Legion Auxiliary; Mrs. Dorothy Bellanca, Amalgamated Clothing Workers of America; Jenny Matyas, International Ladies' Garment Workers Union; Bess Bloodworth, personnel, Brooklyn, N. Y.; Mrs. Beatrice Gould, editor of the Ladies' Home Journal; Mrs. Blanche M. Ralston, former WPA supervisor, Mississipoi; Mrs. Sadie Orr Dunbar, prominent club leader, Portland, Oreg.; Mrs. Gladys Talbott Edwards, Farmers Union, Jamestown, N. Dak.; Mrs. Maudell Bousfield, high school principal Chicago; Ruth Allen, University of Texas.

"Increasing participation of women in our all-out-war production effort is essential to its success," Commissioner McNutt said. "War Production alone employed about 1,500,000 women last December.

"This figure will jump to 4,500,000 by December, 1942, and will climb to six million by the end of 1943. By then, women will represent at least 30 per cent of the labor force employed in war production.

"Over 18 million women must be gainfully employed by the end of 1943."

This means that five million women must be added to the total number now employed. One out of every six women over 18 years of age not now in the labor force will be needed, he said. One out of every four housewives between the ages of 18 and 44, possibly one out of every three, must be employed by the end of 1943, he declared.

In addition to recruiting, the mobilizers must consider establishment of training program vast enough to meet the needs of expanding production and of plants whose men are being called away to war.

Representative Baldwin (Republican) of New York last winter introduced a bill calling for registration of women—but War Production Board and Women's Bureau leaders said time for registration on a Nation-wide scale had not arrived. Mary Anderson, director of the Women's Bureau, said recently the "time is very near."

Woman's Policy Unit Of Manpower Agency To Hold Session Here

Star Sun 6 Sept 1942

Will Recommend Steps For Placing 5,000,000 In War Industries

The first meeting of the newly appointed Woman's Policy Committee of the War Manpower Commission will take place on or about September 15, it was learned yesterday.

The 12 committee members, hailing from as far away as North Dakota and Mississippi, will convene here to plan steps for the further utilizations of American women in war industry. Though the program for the meeting has not been announced, officials at the Manpower Commission said the labor, club and civic leaders will consider registration, recruitment and training policies necessary to mobilize 5,000,000 additional women workers by the end of 1943.

The appointment of the committee by Chairman McNutt marks the first official step taken to increase placing of women in war industry since the commission was formed five months ago. The committee will function like the WMC Labor-Management Committee in that it will not be a full-time, administrative body. Meetings will be held at intervals as problems come up, officials said. Members are unpaid and will come to Washington only when conferences require. As yet no full-time administrative staff to operate a program for the utilization of women has been set up.

The committee will recommend policies to Mr. McNutt. Actual administration will be channeled through Brig. Gen. Frank McSherry's Division of Operations, which in turn will recommend specific action to the more than half a dozen Federal agencies interested in various aspects of the womanpower situation.

One of the members of the 12-woman committee is Mrs. Harris T. Baldwin, 4428 Volta place N.W., a resident of the District since the World War. Mrs. Baldwin has been vice president of the National League of Women Voters for the last eight years. She was chairman of the league's living cost department for 10 years preceding that. Mrs. Baldwin is also a member of the American Association of University Women and of the American Home Economics Association.

Funeral Tuesday, September 8, at 1 p.m., from Metropolitan Wesley M. E. Zion Church, D st. between 2nd and 3rd sts. s.w., Rev. Cecil Lynch officiating. Interment Rosemont Cemetery. 7

LITTLEFORD, ELISHA. On Saturday, September 5, 1942, at his home, on Largo road near Upper Marlboro, Md., ELISHA LITTLEFORD, husband of Ada V. Hutchinson Littleford.

Friends are invited to call at the Ritchie Bros. funeral home, Upper Marlboro, Md., where services will be held on Monday, September 7, at 1:30 p.m. Interment Epiphany Church Cemetery, Forestville, Md.

LONG, MARGARET. On Friday, September 4, 1942, MARGARET LONG (nee O'Keefe), beloved wife of the late Michael J. Long and mother of John, William and Patrick Long, Mrs. Thomas W. O'Brien and Mrs. James A. Mullally. Remains resting at the residence of her daughter, Mrs. [illegible] Mullally, 6014 Broad Branch

tor of the Derwood Methodist Church, officiated, and burial was in Arlington National Cemetery.

Mr. Cole is survived by his widow, Mrs. Gertrude Cole; four daughters, Virginia May, Marian Frances, Celestine and Ruth Cole; a sister, Mrs. Thomas J. Kessler, Augusta, Ga.; two brothers, Walter W. Cole, Washington, and Milton D. Cole, Rockville, and his mother, Mrs. Ida M. Ricketts, Derwood.

A heart ailment is believed to have caused his death.

Mrs. Elizabeth Webb Rites Set Tomorrow

Special Dispatch to The Star.

LAYTONSVILLE, Md., Sept. 5.—The funeral of Mrs. Elizabeth Warfield Webb, 77, wife of Francis C. Webb, who died after a long illness at her home in Washington Friday, will take place at 2 p.m. Monday from the funeral home of Roy Barber here. The Rev. M. P. German of Washington will conduct the services and burial will be in the Laytonsville Cemetery.

Besides her husband, Mrs. Webb leaves a daughter, Mrs. Thomas H. Patterson, Chevy Chase; a son, Francis W. Webb, Washington; two brothers, Dr. Robert C. Warfield, Rockville, and Elisha W. Warfield, New York, and three grandchildren.

Funeral Services Held For Daniel P. Divine

Funeral services were held Tuesday for Daniel P. Divine, 69, retired postal clerk who died at his home, 4233 Wilson boulevard, Arlington, last Sunday of a heart ailment. Burial was in the Falls Church Cemetery.

He is survived by his widow, Mrs. Lona B. Divine; five daughters, Mrs. Alice Lynn and Mrs. Marie Gill, East Falls Church, Va.; Mrs. Blanche Pepin, Santiago, Calif.; Mrs. Grace Boaz, Rocky Mount, N. C., and Mrs. Lizzie Fortney, Camden, N. J.; two stepchildren, Mrs. Catherine Bush, Dayton, Ohio, and Pvt. John M. Sedgwick, Miami Beach, Fla., and a brother, J. P. Divine, Arlington. He was a member of Harmony Lodge No. 17, A. F. and A. M.

Deaths

WEBB, ELIZABETH W. On Friday, September 4, 1942, at her home, 41 Adams st. n.w., ELIZABETH W. WEBB, aged 77, beloved wife of Francis C. Webb. She also [illegible] one daughter, Mrs. Thomas

WMC - WOMEN'S ADVISORY COMMITTEE - JAN. 1943

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF SIXTH MEETING, JANUARY 13, 1943

10:00 a.m. to 12:30 p.m. and 2:00 p.m. to 5:30 p.m.

Room 5546, Social Security Building, Washington, D. C.

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Jennie Matyas
Mrs. Blanche M. Ralston
Mrs. Beatrice Gould

War Manpower Staff Present

Verda Barnes
Mary Curran
Walter Dietz
Helen Greenblatt
Eva V. Hansl
Thelma McKelvey
Mary Rowland
Marjorie G. Russell
Sara Southall
Chase G. Woodhouse

PURPOSE OF THE MEETING

The meeting opened with the committee in executive session. The following agenda was submitted and agreed upon: (1) presentation and discussion of the TWI program with emphasis upon utilization of women in training programs; (2) discussion of the utilization of women in professional and technical fields; (3) report of the Subcommittee on Public Relations; (4) report of the Subcommittee on Agriculture; and (5) progress report on the use of community facility funds. At the request of the committee, Mrs. Gould agreed also to report informally on her observations of British women in the war program.

EXECUTIVE SESSION

Approval of the Minutes.--The minutes of the last meeting were approved by the committee as printed.

Interim Activities of the Chairman.--Miss Hickey briefly reviewed her activities, relevant to the committee's work, since the last meeting. She had spend 6 days in session with the Management-Labor Policy Committee, and Mrs. Baldwin, as her alternate, had attended for 1 day. Miss Hickey had also, by invitation, been present at Mrs. Roosevelt's press conference, had explained the policies of the committee before a meeting of Federal personnel administrators, and had spoken on the activities of the committee over one national network and two area networks.

Reorganization and Strengthening of the Manpower Program Under Executive Order 9279.--Miss Hickey pointed out that the Management-Labor Policy Committee has been operating under the new Executive Order, announced

soon after the last meeting of the committee. By providing for more effective utilization of manpower, this Order greatly strengthens the work of the Management-Labor Committee, Miss Hickey said. She called attention to Paragraph 5 of the Manual of Operations Directive, issued December 26, 1943, by the War Manpower Commission, which reads as follows: "The Women's Advisory Committee shall consider and recommend to the Chairman matters of policy, particularly as they affect women and the contribution women can make in the successful prosecution of the war."

Controlled Hiring Plan.--Miss Hickey reviewed briefly the over-all labor policy of the Management-Labor Policy Committee and touched particularly upon the proposed program that the committee is submitting to WMC for carrying out the provisions of Section 5(a) of Executive Order 9279. The program of hiring and recruiting that the Management-Labor Committee is proposing recommends that all available employment services now doing a sound job be made use of in the controlled hiring plan. In the proposed program the United States Employment Service would have supervision and would be the coordinating agency, but all these other services would be used to give support to its activities in the community.

Mrs. Bellanca referred to a press release from the Commission, stating that past practices of unions and hiring halls will go on. This revision is fair, she believed. She asked also whether hiring at the gate would still go on. In all agreements with management in critical areas, Miss Hickey said, safeguards have been set up to stop hiring at the gate. The use of duly authorized personnel offices, however, is approved. The

United States Employment Service will have a chance to set up standards to regulate such hiring and to prohibit practices that would be bad. In general, this policy of regulation will apply only in critical areas.

Provision Against Discriminatory Employment Practices.--On its policies governing employment, the Management-Labor Policy Committee's proposed program suggests that Paragraph 2, page 6, of the Order be amended to read that workers are to be employed "without regard to race, color, creed, sex, national origin, or, except as required by law, citizenship." The word "sex" has been included at Miss Hickey's suggestion, to eliminate the possibility of discrimination against women.

Hearings of the Fair Employment Practices Committee.--Miss Matyas inquired about the significance of a recent press release, saying that hearings of the Fair Employment Practices Committee will be discontinued in the railroad cases scheduled for January 25-27. The committee members were concerned to know whether the hearings have been abolished as a procedure in all cases. Part of the effectiveness of the Fair Employment Practices Committee is in the public hearings, which are distasteful to organizations practicing discrimination, it was said, and if these hearings are abolished, much of the force of this committee is destroyed.

On information later secured by Miss Hickey it was learned that the hearings in the railroad cases had been postponed only until certain additional facts can be collected with which to resume them. No change in policy has been made, it was reported, and public hearings will continue.

Separate Rates of Pay for Men and Women.--Committee members inquired also about a recent ruling which, it is reported, has been issued by Dean

Morris's office, establishing two separate rates of pay, one for women and one for men. Such a ruling is a reversal of the committee's policy, it was said, and the committee should know the definite reasons that lie back of this opinion.

On this matter Miss Hinge later reported that the Woman's Bureau Bulletin that is just off the press gives the decision of the War Labor Board in the General Motors Cases. This decision sets the policy, she said, and clearly establishes equal pay for equal work.

Progress on Securing a Full-Time Secretary.--Miss Hickey reported that progress has been made on the recommendation of the Women's Advisory Committee that it be given a full-time secretary. The job analysis has been set up and sent to the Civil Service Commission, and applicants for the position are now being considered. Miss Hickey has left the matter of choice to the regular personnel offices, she said, but she has asked to review the choice in order to ascertain that the person chosen will be a competent person who can put the recommendations in form, get them into the proper channels, and report back to the committee. She believed that the appointment will be made within a few days.

Reimbursement of Committee Members.--The question of reimbursement of funds that members of the Women's Advisory Committee have expended in the performance of their function as members of the committee is to be checked. Mrs. Edwards, Mrs. Dunbar, and Miss Matyas reported that they have as yet received no reimbursement for the considerable outlay of capital that they have advanced.

Appointment of a Woman to an Executive Post in the War Manpower Commission.--When the total reorganization of the War Manpower Commission's staff under the new Executive Order was announced, Miss Hickey said, she had gone to Mr. McNutt and had also submitted a memorandum to him, recommending that a woman be appointed to an executive position on the Commission. Two of the top positions in the Office of the Executive Director are held by Acting officers, and these appointments are still to be made. She had asked that one of the posts be given to a woman and had even informally suggested the name of Miss Sara Southall. In conference with Mr. McNutt this week, she again made this recommendation. Miss Hickey asked for the opinion of the committee on the matter and for consideration of action that the committee might appropriately take.

No one of its members, the committee agreed, would recommend that a woman be appointed simply because she is a woman. But the problem is not merely one of getting a woman into a post. It is one of a total program, of which the woman's program is an important related part. In the next year women will be coming into industry in increasing numbers, many of them women who have not worked before. The interpretation of the policies involved and the recruitment and training of these large groups of women will raise problems that require a woman's viewpoint. For the best functioning of the total program, it was believed, a woman should be placed in a key executive position within the War Manpower Commission. The committee believed that it could properly make such a request, although it recognized that it is primarily an advisory committee and not a policy committee.

This opinion was expressed in the form of a motion by Miss Bloodworth. At Miss Hickey's request, Miss Bloodworth then prepared the formal motion and the recommendation to be submitted to the Chairman of the War Manpower Commission. The recommendation, as read by Miss Bloodworth, led to considerable discussion as to whether the positions should be specified or whether the statement should merely ask that a woman be placed on the executive level within the Commission. It was agreed to omit the specific names of the positions and to state that the utilization of womanpower in the war effort will be greatly enhanced by the appointment of a woman "to a key executive position in the War Manpower Commission."

Discussion also arose as to whether the committee, as an advisory committee, could recommend on a matter of policy and personnel, such as this is. Mrs. Gould believed that it could not justifiably do so and that it would weaken its position by this action. With Mrs. Gould dissenting, however, the committee voted that the recommendation should be revised by Miss Hickey according to its instructions and submitted to Mr. McNutt.

PROGRESS REPORT ON THE USE OF COMMUNITY FACILITY FUNDS

Present Status.--Mr. Taft reviewed for the committee the present status of day care and attendant facilities and described the restrictions on the use of Lanham Act funds that are seriously holding up the program. The Lanham Act, he pointed out, is primarily for construction. In the day-care program, the need is primarily for operational aid. Only eight maintenance and operational grants for child-care projects had been approved under the

Lanham Act by the middle of December. The act is not designed for application to maintenance, and it is bound to work badly when such an application is attempted, Mr. Taft believed.

The program has also been impeded by certain of the procedures under which the funds are granted, such as the deficiency financing policy and the theory of grants to localities rather than to States. Some States have decided not to utilize Lanham funds, apart from day care, because of these provisions in the act. Since a large part of group care is to be in the schools, this has hampered the day-care program considerably.

In estimating the need for adequate child-care aid, Mr. Taft described the results of a spot study that his office has made on 62 labor shortage areas. Seventeen of these communities report that the employment of women in already impeded by absence of child-care facilities, and others that it will be impeded in the very near future. About 24 of these communities felt that, with Lanham aid, they could meet the need. About 25 of them could not. Only one of them, Milwaukee, can meet the need with existing resources.

Proposed Program.--Mr. Taft outlined the report which the Office of Defense Health and Welfare Services has recently submitted to the War Manpower Commission, asking endorsement of the allocation of Federal funds to States and localities for planning, administering, and operating an integrated program of services for children of working mothers in areas where special need for such services arises from wartime employment of women. The appropriation requested for aid to the States for the remainder

of the fiscal year is $3,000,000. In response to this report, Mr. Taft said, the War Manpower Commission has prepared a letter to the Bureau of the Budget, asking for a clarification of responsibilities of the various agencies concerned and immediate consideration of the request for funds. He believed that the proposal is likely to receive reasonably favorable consideration.

In the discussion of the points which Mr. Taft had raised, the committee stressed the need for immediate Government action in assuming responsibility for care of the children.

Motion on Child-Care Problem.--Mrs. Ralston believed that, out of fairness to the Women's Advisory Committee and to the agency which controls the Lanham funds, a representative of that agency should be invited to report to the committee. She moved that a representative either of FWA or of WPA, or of both, he asked to speak to the committee, and also that a Subcommittee on Child Care be appointed by Miss Hickey. Both motions were passed by the committee.

Appointment of Subcommittee on Child Care.--Miss Hickey appointed the following members to the Subcommittee on Child Care: Mrs. Dunbar (Chairman), Miss Matyas, Mrs. Hobart, Mrs. Ralston, and Mrs. Bousfield.

AFTERNOON SESSION

PRESENTATION AND DISCUSSION OF THE TWI PROGRAM

Mr. Dietz described training within industry as one way of making maximum utilization of people already employed in plants and of readily assimilating those who must be brought in. TWI is a cooperative plan, he said, between management and labor, within industry, for industry, and by industrial people. Its function is to get management to set up

provisions for training workers swiftly and effectively, and its aim is to increase production to meet the needs of the war situation. It works through the field of supervision.

As part of the TWI program, the job-instructor plan is designed to train the supervisor in the skill of passing along to the workers a knowledge of the job. Mr. Dietz discussed the application of this plan in plants where many women and girls are employed. In a number of plants a great deal of training is being given in mixed groups of men and women, often with a woman trainer, he said. The Bolling Aircraft Plant has put on an all-woman institute for the training of a group of women who, in turn, will train others. One firm, Mr. Dietz said, has asked to have a woman instructor. The women instructors are also working in the shipyards, he said.

So far, 360,000 supervisors have been trained in the skill of training workers for the job. They are now being trained at the rate of 10,000 a week. Mr. Dietz estimated that the instruction or supervision of about 5 million people has been influenced by the program.

The program is a voluntary one, he said, which operates in the plants through the regional offices of the War Manpower Commission. Some 40 percent of the supervisors trained so far have been trained inside the plants by their own people. The other 60 percent have been trained by Government people, out of vocational training funds. The end toward which the program is working is for industry to train its own people to give the supervisor instruction.

At Miss Hickey's request, Mr. Dietz also discussed the job-relations aspect of the TWI program, which is directed toward the development of skill in leadership. As worked out, the job-relations unit of training approaches the problem through a formula, made up of the four following steps: (1) Be sure that you have all the facts; (2) Put all the facts together and evaluate them - weigh and decide; (3) Take action; and (4) Check results. The procedure does not attempt to pass upon decisions that are made, but presents a method for job-relations problems. The attack is in terms of specific, actual problems that the supervisors meet on the job. The training course that has been worked out is a 10-unit course, and the group enrolled is limited to 10 people. Each supervisor in the course brings in one problem and each session treats one specific problem as a practice case for the group.

Demonstration of a Session with Supervisors.--Mr. Holland demonstrated for the committee the first session of the 10-unit job-instructor course, showing how the performance of any given job in a plant or office may be taken apart into its various steps and explaining what teaching tools result most effectively in rapid and accurate learning procedures. Using the tying of a fire-underwriter's knot as the skill to be taught, he demonstrated, first, the wrong ways of teaching this skill and then the correct process. He outlined the method that he had demonstrated as follows: (1) Preparing the worker to receive instruction;(2) presenting the operation, carefully and patiently, using whatever tools are necessary, moving step by step through the total process, and stressing certain key points; (3) letting the worker do the job, checking to be sure that he knows how to do it; and (4) putting the worker on the job and checking frequently.

In later sessions of the class, Mr. Holland said, each of the members is asked to bring in a job from his own desk or machine, to which the method of instruction is applied for group practice.

USE OF WOMEN IN PROFESSIONAL AND TECHNICAL FIELDS

Mrs. Woodhouse, special consultant with the Roster of Specialized and Technical Personnel, briefly reviewed the history of the Roster and described the intricate mechanical job of coding by which detailed information about registrants can be very quickly secured. A total of 623,353 persons have been registered (as of January 7, 1943), she told the committee, but not all cards have as yet been processed. Of this list, 243,861 are doctors, dentists, and veterinarians, who are listed with the Office of Procurement and Assignment. About 8,000 women doctors are registered on this list.

The cards of about 275,000 professionally and technically trained people are completely coded, and this list includes about 20,000 women. Mrs. Woodhouse broke down the principal fields in which trained women are available as follows: Social welfare - 8,000; Chemistry - 2,500; Languages - 1,700; Mathematics - 916; History and Political Science - 843. In registering women, Mrs. Woodhouse said, the problem is a more difficult and expensive one than in registering men, and it is not possible to get a list comparable in completeness with the list of trained men. The women must more frequently be sought out individually for registration, while the membership of the men in the scientific organizations is more complete in its coverage.

Mr. Roster is trying to get more women on the list. It is now registering the college seniors in the February graduating class and is preparing to

register the June graduates. The registration of college seniors began last year. The graduates of last June have now been circularized again to determine which of them are still available. Mrs. Woodhouse spoke of the difficulty that is frequently found in getting trained women to take the jobs for which their training fits them. For purely personal reasons, even though they have no responsibilities of children to hold them back, many of the married women refuse to accept employment.

The Roster is not an employment agency, Mrs. Woodhouse pointed out. It is, rather, a source of help to Government agencies and, more and more, to industry in finding persons with special qualifications. No Government agency approaches the Roster directly for personnel. The formal order must come through the Civil Service Commission. Theoretically, industry should apply to the United States Employment Service, which then turns to the Roster for persons whom it cannot supply from its own lists. The Roster acts then, primarily as a servicing agency for other Government agencies, such as the Civil Service Commission and the United States Employment Service.

It is now keeping a file also of persons in colleges that are closing throughout the country and a file of other colleges that need additional faculty members. On this particular problem, it is acting as an informal clearing house.

The number of registrants referred so far is about 146,000, Mrs. Woodhouse said, but no definite information exists as to the number placed.

About 10,000 registrants, both men and women, are known definitely to have been placed in the armed services. As a conservative estimate, she believed that another 10 to 12 thousand persons have been placed in civilian jobs outside the armed forces.

Mrs. Woodhouse said that the number of requests for women as engineers, physicists, and chemists has recently increased. In September there were 22 requests specifying women, and 103 asking for either a man or a woman. More and more of the requests are for a "person" to do a specific type of work, she said, and many letters now coming in begin with the statement, "We find that we are obliged to employ women."

Mrs. Woodhouse analyzed in some detail the types of requests that are coming in for specially trained people. She also described the organization of the Roster to take care of the various processes of registration and referral for which it is responsible, both within the Washington office and in the various information centers that have been established outside of Washington.

Statement on Position of Women Now in College.--Mrs. Woodhouse pointed out that no clear statement has been made concerning women who are now in college and that these women are confused as to whether they should continue their training and uncertain of their place in the war effort. She believed that such a statement should be made. Unless something is done to encourage and aid the smartest girls and to keep them in graduate school, the country will lack for highly trained people after the war, she feared.

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF SEVENTH MEETING, JANUARY 14, 1943

9:30 a.m. to 12:30 p.m. and 2 p.m. to 5:30 p.m.

Room 5546, Social Security Building, Washington, D. C.

****

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Boss Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Beatrice Gould
Mrs. Jennie Matyas
Mrs. Blanche M. Ralston

War Manpower Staff Present

Verda Barnes
Mary Curran
May T. Evans
Helen Greenblatt
Eva V. Hansl
Thelma McKelvey
Marjorie G. Russell
Sara Southall
Mary B. White

Staff of ODHWS Present

Helena Kelley
Isabel Sherman
Virginia Price

OWI Staff Present

Hazel Howard

REPORT OF THE SUBCOMMITTEE ON PUBLIC RELATIONS

Miss Bloodworth presented a preliminary report of the Subcommittee on Public Relations, regarding cooperation of women's organizations with the Women's Advisory Committee. The women's organizations wish to be used by the Regional Director of the War Manpower Commission in the local programs of enrollment, child care, and other problems connected with the use of womanpower. Representatives of various organizations had met with Miss Bloodworth and Mrs. Bellanca in New York to consider how this can best be done. They had expressed themselves as anxious to be officially associated with the Women's Advisory Committee and to work through this committee with the War Manpower directors in the local areas. The contact proposed is on the national level between the committee and the executive secretaries of the organizations and, through the executive secretaries, with the local units of the organizations. Some method of selecting the organizations that are to be utilized will have to be worked out and some definite program of activities, flexible enough to be interpreted in the local areas, will have to be assigned to the groups selected. The plan agreed upon for each organization should be in the hands of the local manpower director so that it can be put into operation if the area becomes critical.

Miss Bloodworth proposed that the committee immediately take the three following steps toward the working out of the cooperative relationship with the women's organizations on a national level:

1. Selection of Organizations on Criteria Established by the National Organizations.--The group which met in New York agreed to appoint a subcommittee of executive secretaries of women's organizations, which will work out the criteria for selecting representative national organizations to be associated with the Women's Advisory Committee in the womanpower program. The first step, Miss Bloodworth proposed, is for the committee to secure these criteria and, on this basis, to select the organizations that are to be utilized.

2. Notification of Organizations and Selection of their Activities.--The second step suggested is for Miss Hickey to notify each of the organizations selected. The notification will state that the organization has been selected by the Women's Advisory Committee for national contact and will ask the organization to submit information as to the field in which it can be of greatest help in the program. This should be done, Miss Bloodworth explained, so that the activity assigned to each organization will be within its field of greatest usefulness. Many of the organizations feel that their local units are particularly fitted to handle certain types of work, but that they would be wasted on certain other types of work.

3. Supplying of Pertinent Information to the Organizations.--The third step would be for the Women's Advisory Committee to set up through the proper authorities a plan for sending monthly bulletins to each organization, supplying it with the type of information which is pertinent to the activity that it has undertaken.

After these steps have been taken, it would be wise to call to Washington a group of women representing the organizations selected for national contact with the committee, Miss Bloodworth believed. But this should be done, she said, only if the committee has by that time a program prepared for the proper utilization of their groups.

Discussion of the Report.--The committee agreed that the channeling of voluntary efforts through authorized sources is essential if much effort is not to be duplicated and wasted. The question of how the committee is equipped to do this channeling was raised by Miss Matyas. The tie-up would have to be with the area director, she pointed out, and the important thing is to persuade these area and regional directors to call the organizations in and to work with them. She described a plan that she has carried out in her local area, where she has called together a group representing the women's organizations. The first meeting of the group, she said, was held in the offices of the Y.W.C.A., but all later meetings have been held in the area director's office. These meetings are called by the area director in Miss Matyas's name.

The group in her locality is now ready to go to work if there should be a registration and if their help is wanted by the War Manpower director. The same question, however, comes up again and again, Miss Matyas said. The women want to do something, and they want direction and recognition.

The only program that the Women's Advisory Committee can draw up would be one saying that the local manpower director can use these organizations in certain specified activities, Miss Bloodworth pointed out. The organization of women's groups, in readiness to assist the area director and in cooperation with the area director, which Miss Matyas had described, in the very thing that should be done, she said.

Miss Matyas also suggested an activity which, under the direction of the Women's Advisory Committee, she thought should be undertaken by the women's organizations. It seemed to her that the home front is the big problem. She pointed out that it is difficult today to get laundry done, that restaurants are closing because of the shortage of help, and that hospitals are in a desperate state for workers. She believed that the bottleneck in the service agencies might be relieved through the utilization of women who, because of children, cannot take a full time job, but who could work two or three hours a day. The recruitment of these women, she suggested, could be undertaken as a voluntary activity of the women's organizations.

Relationship of the Plan to Executive Secretaries.--Miss Hickey pointed out that not all organizations have an executive secretary. The letter from the committee should go to the president of the organization, it was agreed, who will then assign the duty within her organization.

Acceptance of the Public Relations Report.--By vote of the committee it was agreed that the three steps proposed in the report of the Subcommittee on Public Relations would be undertaken.

SUGGESTED PUBLICITY PROGRAM ON ENROLLMENT CAMPAIGNS

The main suggestion of the Subcommittee on Public Relations concerning the suggested campaign publicity was that it should be emotional and practical and that it should also tie up with postwar advantages to the women who go into wartime jobs, Miss Bloodworth told the committee.

Mrs. White of the Information Service met with the committee to describe the publicity campaign that is being planned as part of the labor recruitment program. A phase of this over-all campaign will be directed toward the recruitment of women in areas where they are needed. Against a backdrop of a total national campaign, these local campaigns will be organized in each of the areas that are designated as critical.

When recruitment is necessary, the information campaign will start at once, with the War Manpower Office in the critical area acting as the campaign center. The program, Mrs. White explained, will precede enrollment, to educate the public before asking for action. It will appeal to every woman who is physically fit and who has no children under 14 years of age, to take a war job.

The Women's Advisory Committee will be the nucleus of this phase of the campaign, Mrs. White said. The cooperation of all interested Government agencies and of all women's organizations will be essential to the success of the plan also.

Committee members asked whether the plan will be considered a directive to the area and regional directors. The program will definitely go out to the field, Mrs. White said, but it represents merely the mechanics of an immense public relations program to precede enrollment; it is not a directive. It calls attention to the fact that certain things should be done, and that community services should be set up, and it suggests a pattern of procedure. The area director will use what can be used of it in the particular area in which the campaign is to be undertaken.

Mrs. White showed the committee some examples of the types of newspaper advertisements that are being worked out and she touched briefly upon the use that will be made of radio, movies, and posters in the campaign. In from 4 to 6 weeks, she said, the effects of the campaign should be felt in some areas.

Suggestions of the Committee.--Mrs. Gould expressed the opinion that the plan, as described by Mrs. White, is well thought out and comprehensive. She suggested, however, that some emphasis be placed on the fact that older women who replace younger women and release them for war jobs are also performing an essential service. This is to be stressed, Mrs. White said.

Mrs. Edwards asked whether the plan proposes to reach women on the farms. There will be separate campaign for farm women, Mrs. White explained, which will go on before the industrial program and which will appeal to the farm women to stay on the farms. Mrs. Edwards pointed out that younger people are being drained off the farms into industry and that this has caused considerable tension. The farm campaign, she suggested, should erase as much of this tension as possible by emphasizing that farm work is a true war job.

Miss Matyas was interested in knowing whether the campaign will call upon communities to organize themselves for social services. Unless the community will assume its responsibility, to make the home job easier after the 8-hour day in the factory, she said, it will be difficult to recruit women. She believed that this must be stressed. Mrs. Bellanca also questioned the effectiveness of a publicity campaign unless these services are assured. Women who are accustomed to work are already in war jobs, she said. They are accustomed to hardships, but even for them it is becoming harder to run their homes and lead normal lives. She believed that the practical as well as the glamorous and emotional and patriotic appeals will have to be included in such a campaign. No one has mapped out a program to tell the women that essential service facilities are being established to make it easier for them to go into war work and run their homes, and no examples of such services have been set in any of the critical areas. If the plan is to succeed, it will have to come down to the level of practicality, she said.

Mrs. Bellanca also said that she is very critical of the shorts that Hollywood is putting out and of the sentimental and superficial appeals that they are making. They lack vital propaganda, she said. There is no sense in them that we are fighting for our lives and no effective realization of the part that women can play in this fight. Unless this is part of the program, Mrs. Bellanca believed, it will not attain the ends that are desired, and it will not stir women to any great war effort.

REPORT OF THE SUBCOMMITTEE ON AGRICULTURE

Mrs. Edwards presented for the committee's consideration a recommendation to be submitted to the Chairman of the War Manpower Commission, under the title, Recommendation from the Women's Advisory Committee on the Utilization of Women in Agriculture. It had been difficult to separate women from the whole tremendous farm manpower problem, Mrs. Edwards explained, and the recommendation may be considered to cover a wider field than just the woman problem in agriculture.

The recommendation opens with a statement of the seriousness of the farm labor problem and describes the confusion that is growing out of the uncoordinated efforts of various agencies and groups to meet this problem. It then urges upon the War Manpower Commission responsibility for taking leadership and firm direction in the formulation of a farm program, and outlines the following steps of action as recommendations of the Women's Advisory Committee:

1. That the War Manpower Commission immediately take steps to clarify and emphasize its prime responsibility and authority in the field of agricultural manpower and that it set up an urgently needed agricultural program, developing as part of this program a plan for the utilization of women in agriculture;

2. That the Chairman of the War Manpower Commission direct his staff to proceed immediately with the preparation of a comprehensive and practical plan for the use of women in agriculture;

3. That the Chairman of the War Manpower Commission direct the staff to consult with the Women's Advisory Committee in the formulation and before the final draft of the above plans.

Discussion of the Farm Situation.--In considering the report of the Subcommittee on Agriculture, the committee discussed the complexity of the farm labor problem. The diversity of opinion throughout the country as to the desirability of a Land Army and as to the form that this organization should take was considered, and also the opposition of farm women to bringing in urban women workers. Various alternative plans that are hoped for by the farmers were discussed, such as the "freezing" of farm workers, the deferment or exemption of farm workers from the draft, and the moving of workers from other parts of the country or the importing of workers to meet the needs in the areas where labor shortage is acute. Because of these many complicating factors, it was agreed, the recommendation of the Subcommittee on Agriculture is probably as strong a recommendation as can be made at the present time.

Motion on the Recommendation.--The recommendation of the subcommittee was accepted by vote of the committee to be transmitted to Mr. McNutt by the chairman.

Question of a Hearing for Mrs. Alsop.--Miss McKelvey presented the request of Mrs. Alsop, Director of the Connecticut Land Army, for a hearing before the committee, to report on what she has done in Connecticut and to present her views on why a national program of this type must be developed for women.

The following procedure was agreed upon, at Miss Hickey's suggestion, to take care of this request and of other similar requests that might be received by the committee. Hearings will be referred to the appropriate subcommittee, which may, if it chooses, bring in the testimony as part of its report. The Subcommittee may also decide to bring in people to report to the whole committee. The time and place will be worked out with the chairman.

The question of a hearing for Mrs. Alsop was then referred to the Subcommittee on Agriculture.

MRS. GOULD'S REPORT ON THE BRITISH WOMANPOWER PROGRAM

Mrs. Gould described the dislocation in the lives of British women and their families as very great, but morale is high, she said, and there is very little complaint. Women are working at all kinds of jobs--in the navy yards, in the factories, on the land, and even on demolition squads in the bomb-devastated cities. One hears much discussion of what will happen after the war and much speculation as to whether the women will be willing to go back to their old place when the need for them is over, Mrs. Gould said. She quoted Herbert Morrison as wondering "if they are not going to be a little hoity-toity after the war."

The working day is long--a 10- or 11-hour shift--and many of the women who are employed are women with inescapable family responsibilities, Mrs. Gould said. She was interested particularly in observing the community services that have been set up in typical industrial towns to enable these women to take war jobs.

Since most of the factories are run on a rotating shift, the nurseries have to be open on a 24-hour basis. There are not nearly enough nurseries to take care of the demand, and although they are expanding rapidly, there will probably never be enough to satisfy the need entirely, Mrs. Gould thought. The nurseries may be set up either by volunteers or by the Ministry of Health. Those set up by volunteers must observe certain standards established by the Government. The nurseries, Mrs. Gould said, seem to be extremely well run. Young girls are trained as assistants, under skilled people. Those who complete a 2-year training course are considered skilled workers, and are given the title "nursery nurse."

The employment of women with smaller children is not encouraged, Mrs. Gould said. The policy of the nurseries is to accept a child for care if there is only one child in the family. Acceptance is doubtful if there are two children in the family and is usually refused if there are three. Since one nursery worker is required for every three children who are given full-time care, it is not economical for the mother of three small children to go to work.

The British restaurant is another community service of which Mrs. Gould spoke. It is a very efficient institution, she said, and one that is very popular throughout England. These restaurants are originally financed by the Government, but each of them must pay for itself after it has been set up. The food is good and a meal may be had for a shilling or a shilling and threepence. Food may also be purchased to take home at the same price.

In the schools a hot lunch is provided, for which the children pay sixpence. Some of the schools are also continuing the school day with recreation programs for the older children who have gone out to work and for the children of working mothers.

Mrs. Gould described the shopping service which has been set up as an important aid to the working woman. Under the plan, the woman chooses one butcher and one grocer, to whom she is certified as a war worker. She writes out her list in the morning and leaves it at the store on her way to work. The things will then be saved for her to pick up on the way home. Otherwise, everything will be gone by the time she gets to the shops. The women are not wholly satisfied with this service, however, for it does involve some extra traveling. A system of volunteer shopping has also been worked out. One woman will collect the lists of about four working women and will do the shopping for them. But the principal method, Mrs. Gould thought, is for some relative to do the shopping for the family. In the large factories, also, a certain amount of exception to the regulations is made in order to allow a woman with a small child, who has no one to shop for her, to take an extra hour at lunch time to go to the stores.

Mrs. Gould said that the Land Army is the most popular of the women's services. There are four times as many volunteers for this service as can be taken in. The uniform and the fact that they are a recognized service probably have something to do with its popularity, Mrs. Gould thought, but the members with whom she had talked said also that they liked the outdoor life that it offered. Some of the members of the Land Army are trained in the agricultural colleges and some on the farms. They are paid while they are in training. The rate of pay for members of the Land Army is on a scale comparable to that for industrial workers, but there is no system of promotion by which they can go on and earn more money.

The Land Army is not subject to close supervision and its members are less regimented than the other services. There is a center in every county, and there are smaller local committees which have slight supervision over the girls and to which the girls can go with their lesser problems and complaints. Major problems are taken to the bigger organization. For the most part, the Land Army women are billeted in hostels, but some of them live with the family of the farmer for whom they work. The requirements of the service, however, specify that they are not to be asked to help the farmer's wife with the housework.

Mrs. Gould was asked what the attitude of the employers is toward these workers. At first, she said, the resistance to them was very great, especially among the farmers' wives. They now seem to be rather generally approved.

Mrs. Gould had also inquired into the functioning of the British committee which is similar to the Women's Advisory Committee. Its members thought that in the main it had been effective. Its recommendations have been listened to and its policies adopted, they said. Because of the registration, however, the problems that they have been called upon to consider have been very different from the problems facing a similar committee in this country, Mrs. Gould thought.

Committee members asked whether all women in England are working or whether there is still a leisure class. It was Mrs. Gould's impression that everyone is in it and that everyone is giving to the full.

EXECUTIVE SESSION

Progress on Request for Reports from the Regional Directors.-- A letter from Mr. Flemming to the regional directors was read to the committee by Miss Hickey. In this letter Mr. Flemming requested that the directors send to the members of the Women's Advisory Committee living in their region the minutes of the area and regional meetings and such other reports as would be useful to them in keeping in touch with the manpower situation in their areas. He also suggested that there will be situations in which the directors will find it advisable to discuss the womanpower problem with these committee members.

This letter, which was drafted on December 14, had been sent with an accompanying memorandum to Mr. McNutt's office. No further action had yet been taken on it. It was believed that the matter had been delayed by the rush of work on the procedural book going out to the regional offices. On Mrs. Beusfield's motion, it was agreed not to ask for action at the present, in the hope that the letter will have been sent out before the next meeting of the committee. The chairman or the secretary will check on the matter, it was promised, and will send a copy of the letter to each committee member when it is released.

Appointment of Women to Management and Labor Committees on the Local and Regional Levels.--Miss Hickey read the committee a memorandum to Mr. McNutt, prepared by Miss McKelvey and Miss Southall, on the question of the appointment of women to membership on the Management and Labor Committees at the local and regional levels. This memorandum pointed out that there are relatively few manpower problems that are not affected by the entrance of women into the labor market, and it urged consideration of the appointment of at least two women to membership on each area and regional committee.

By vote of the committee it was agreed that a statement from the committee, based on this memorandum, will be prepared by Miss Hickey, in cooperation with the staff, and that it will be submitted to the Management-Labor Policy Committee, with the notion of the committee. It should be made clear, Miss Bloodworth suggested, that none of the members of the Women's Advisory Committee will accept the type of appointment proposed. Otherwise, she believed, the purpose back of the proposal might be open to criticism.

Technical Training for Women.--A copy of the report on technical training for women has been received, Miss Hickey said, and a digest of this report will be mailed to each committee member. Miss Hickey stressed the importance of getting girls to go to these schools, and she suggested that Miss Bloodworth include a recommendation on public relations work in connection with the technical training of women in her next report.

Continuation of the Subcommittees.--Miss Hickey declared the three subcommittees (Subcommittee on Day Care, Subcommittee on Agriculture, and Subcommittee on Public Relations) to be continuing committees. She added Miss Jennie Matyas to the membership of the Subcommittee on Agriculture.

Alternates for Management-Labor Policy Committee Meetings.--Miss Hickey asked that Mrs. Bellanca attend the meeting of the Management-Labor Policy Committee as her alternate on January 29 and Mrs. Baldwin on February 5.

NEXT MEETING

February 10-11 were agreed upon as tentative dates for the next meeting, to be submitted to Mr. McNutt for approval.

****

1-14-43

Report of Public Relations Sub-Committee on Cooperation with Women's Organizations

The Women's Advisory Committee of the War Manpower Commission realizes the enormous reservoir of strength in the women's organizations thruout the country and has been anxious to make a definite plan for cooperation with these organizations. The Committee believes that this cooperation can result in two things.

1- increased facilities for bringing to the attention of women throughout the country the need for them to be trained and work in accordance with their abilities and capacities. They must know what women are doing and can do in industry and on the farm, where they can get training and what steps to take to enter employment. The women's organizations thru their many local units can do an excellent job of disseminating this type of information provided the proper set-up is established and maintained for getting authentic information to them.

2- great help locally in actual preparation for recritment, child care, housing facilities, transportation, and general community services. These women have had years of experience, and if properly coordinated can be put into action quickly.

In view of this condition, a sub-committee was appointed to study this question and make recommendations. A meeting was held in New York by members of the sub-committee with the New York representatives of the Y. W. C. A., Junior League, National Council of Jewish Women, National Business and Professional Women's Clubs, Girl

Scouts and Women's Trade Union League to discuss with them a plan of operation. These representatives recommended that national organizations having local units thruout the majority of the states be selected for official contact and that the smaller organizations would be drawn into the picture at the local level by these national organizations. They offered to appoint a committee to formulate criteria for selection of organizations.

They also believe that the local organizations should tie up officially under the Regional Director of the Manpower Commission and that a plan should be formed for this tie-up, to be sufficiently flexible for use all over the country but fashioned in such a way that the regional directors would have a definite plan on which to start as soon as an area appeared to be in the critical labor zone.

As a result of the meeting of the sub-committee with the Washington staff, it was decided that the following three steps should be taken immediately.

1- Secure the criteria and select the organizations for contact.

2- Send a letter signed by Miss Hickey to the President of each of these organizations stating that they have been selected by the Women's Advisory Committee for national contact and asking them to submit to the committee information as to the field in which their organization can be of greatest help. This is done as many organizations feel that in their local set-ups they are fitted to handle certain types of work particularly well and there is a great deal of waste

in asking them to handle other types of work though they all admitted they could be of general educational value and could help in the recruitment and enrollment programs. They would also be asked to name a representative for this official contact.

The third step would be to set up thru the proper Washington authorities the sending of monthly bulletins to each organization of the type information in which they are particularly interested, as soon as official contacts have been decided upon.

If this procedure is approved by the entire committee, steps will immediately be taken by the sub-committee to continue this work along the procedure outlined. Report of progress will be made at February committee meeting and next steps decided upon.

****

The sub-committee also met with Mrs. White of the Washington Information Service to discuss the progress of the general Public Relations Program presented at the last meeting. Mrs. White submitted a very interesting outline of a campaign which will be started very shortly covering newspaper, radio, magazine, poster and other types of publicity available. It was the feeling of the sub-committee that while the campaign submitted was extremely interesting from an emotional standpoint that it could be made more practical and should stress more the advantages that will come to women in the post-war world from training and experience they will receive now, and also this campaign should be restricted to women without children and those with children of 14 years old or over, until community services have provided for child care thru nurseries, day school programs, etc. Mrs. White accepted

these suggestions and is going to report to the total committee tomorrow her program incorporating the suggestions made by the sub-committee.

The suggestion was also made by the sub-committee that the Public Relations Program take into account direction of women into the training courses set up under Government auspices. From discussion with some of the Professors conducting the training in New York under the E.S.M.W.T courses, it was learned that while they have sufficient women, teachers and equipment to train women, they do not have the talent or the funds to do the publicity necessary in increasing enrollment. Many of these courses are given in men's schools and there is considerable resistance that must be broken down to get women to enter technical courses.

Some effort should be made to sell girls and women the idea that engineering training of any kind is an excellent background for any business career, and will be an asset in the post-war world in any industry. It teaches the scientific method of approach, fact finding, accuracy and precision, and just as this has proven an asset to men in all businesses in the last ten years, so will it prove of value to women in the years to come. This they must be made to see.

Submitted by:

Bess Bloodworth, Chairman
Dorothy Bellanca
Gladys T. Edwards
Beatrice Gould

COPY
1/14/43

SUPPLEMENT TO PUBLIC RELATIONS REPORT
OF WOMEN'S ADVISORY COMMITTEE

REACHING WOMEN IN RURAL AREAS

It should first be recognized that there is a large part of the farm population who do not have a daily newspaper. Radio, rural womens' organizations and farm magazines are the medius through which farm women may best be reached.

RURAL WOMENS' ORGANIZATIONS

Homemakers Clubs, sponsored by the Extension Service out of the United States Department of Agriculture and the State Colleges, carry on discussion programs on current topics. Information on the needs of women in essential war work distributed to these clubs through the colleges would reach a large group of farm women.

FARM ORGANIZATION GROUPS

Farmers Local Unions, Farm Bureau and Grange Units may be reached through National and State offices of these organizations. Discussion group work is carried on by these organizations. The problems of women in essential war work must be considered by men as well as women if it is to receive real attention in rural areas.

RURAL GOVERNMENT AGENCIES

The Home Supervisors of Farm Security Administration, both state and county, contact thousands of farm women and help them make up their Farm Home Management plan. These supervisors should be contacted and supplied with material for their own use and for distribution. The same applies to women employed by the Agricultural Adjustment Administration.

RADIO

Farm women listen to special farm programs, to the "soap operas" and to the home-maker programs. These should be geared to bring out the need for women in essential war work other than nursing and industrial work. The Office of War Information which supplies much of the radio material on this subject should be impressed with the need of the type of program mentioned here.

Emphasis should be laid upon the needs of women in Community Services. This is true of farms where a woman trained in housework may relieve a farm housewife to do outdoor work for which she is trained and which may save the crops.

January 14, 1943

RECOMMENDATION FROM THE WOMEN'S ADVISORY COMMITTEE TO THE CHAIRMAN OF THE WAR MANPOWER COMMISSION ON UTILIZATION OF WOMEN IN AGRICULTURE

The Women's Advisory Committee of the War Manpower Commission because of its special interest in the utilization of women during the war period has discussed and considered the place women must take in meeting farm labor needs and the degree to which women can effectively be employed to supplement and replace lost manpower.

The seriousness of the farm labor problem and its relation to an adequate food supply has been generally recognized. There have been numerous local partial plans and sporadic efforts to meet this need of farm labor, with the result that there exists great confusion as to any overall government program. These have been undertaken by various commercial interests, volunteer groups, and by other agencies. As the 1943 planting, growing and harvesting seasons advance, the immediate urgency of meeting agriculture's labor requirements will cause more and more such uncoordinated and conflicting efforts.

The supply of adequate farm labor is, by definition, a manpower problem and as such, the responsibility is squarely upon the Manpower Commission to take the leadership and firm direction in the formulations of policies, plans, procedures and administration. If this responsibility is not met immediately, confusion, waste of manpower through duplication, lack of adequate coverage, misdirection and tragic wastage of food will result. Already the public is aware

of oncoming food shortages and will not understand unpreparedness to meet farm labor needs.

In view of this, your Women's Advisory Committee respectfully recommends and urges that you request your staff to proceed immediately to prepare plans, draft procedures, set standards and overall policies so that the regional, state and local communities which are face to face with this problem can be prepared well in advance of the demands that will be made upon them.

Our Committee, which understands that it has only advisory responsibility with respect to the formation of any policy covering mobilization, placement and protection of women, respectfully suggests that in the preparation of such plans, consideration be given to the following:

I. That the War Manpower Commission immediately take steps to clarify and emphasize its prime responsibility and authority in the field of agricultural manpower. In order that the general public, government agencies, private agricultural enterprise, labor, and other private organizations may more clearly understand that the War Manpower Commission is assuming its responsibility in this area of manpower, an agricultural labor program is urgently needed. As a part of this program, a plan for the utilization of women in the field of agriculture must be developed. The War Manpower Commission must, we submit, exercise complete authority with respect to policy and operation from the national to the regional and to the community level.

II. A. In developing an agricultural manpower program, that the Chairman of the War Manpower Commission direct his staff to proceed immediately to prepare a comprehensive and practical plan at the earliest possible date for the use of women in agriculture. This plan should take into consideration the following:

1. Occupations which women can perform in seasonal agriculture, indoor and outdoor full-time agricultural employment.
2. The sources from which women can be recruited -- industrial areas, small town communities, rural non-farm communities.
3. Standards governing the employment of women in agriculture.
4. Training of women for agricultural employment.
5. Supervision of women agricultural workers.
6. Special problems, such as: wages
   unemployment insurance
   employers' liability
   workmen's compensation
   care of children
   housing
   transportation

B. That the Chairman of the War Manpower Commission direct his staff to relate the effects of wartime employment of women in agricultural work to the postwar problems of adjustment of the individual woman when she is no longer needed for this type of work.

III. We ask that the Chairman of the War Manpower Commission direct the staff to consult with the Women's Advisory Committee in the formulation and before the final draft of the above plans.

BOUSFIELD January 14, 1943

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO REQUEST FOR REPORTS
FROM REGIONAL DIRECTORS

It was moved and adopted

THAT: No action be requested at the moment with respect to the delay in releasing a letter of the Chairman to the Regional offices inasmuch as it is hoped that the letter will have been sent out before the next meeting of the Women's Advisory Committee.

January 14, 1943

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE WITH REFERENCE TO REPRESENTATION ON REGIONAL AND AREA WAR MANPOWER COMMISSION COMMITTEES

It was moved and adopted

THAT: The recommendation to the Chairman of the War Manpower Commission requesting appointment of women representatives on each regional and area committee be approved and presented by the Chairman of the Women's Advisory Committee to the Management-Labor Policy Committee at the earliest possible moment.

RALSTON January 13, 1943

dupe

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
ON CHILD-CARE

It was moved and adopted

THAT: A sub-committee on child-care be appointed for the purpose of studying the child-care problem and submitting a report to the full Women's Advisory Committee.

The following committee was appointed by the Chairman:

Mrs. Dunbar, Chairman
Miss Matyas
Mrs. Hobart
Mrs. Ralston
Mrs. Bousfield

January 14, 1943

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO THE PUBLIC RELATIONS
SUB-COMMITTEE REPORT

It was moved and adopted

THAT: The 3 steps proposed in the report of the sub-committee on Public Relations would be undertaken:

These 3 steps are:

1) Selection of group of women's organizations on criteria established by the National organizations.

2) Notification of organizations and selection of their activities.

3) Supplying pertinent information to the selected organizations.

RALSTON January 13, 1943 dupe

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
WITH REFERENCE TO DAY-CARE PROBLEMS

It was moved and adopted

THAT: A representative of the agency which controls the Lanham Act Funds should be invited to report to the Women's Committee on the child care problem and the use of Lanham funds in this respect.

It was suggested that a representative of either Federal Works Agency, Works Progress Administration, or both be invited.

BOUSFIELD January 14, 1943

dupe

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO REQUEST FOR REPORTS
FROM REGIONAL DIRECTORS

It was moved and adopted

THAT: No action be requested at the moment with respect to the delay in releasing a letter of the Chairman to the Regional offices inasmuch as it is hoped that the letter will have been sent out before the next meeting of the Women's Advisory Committee.

January 15, 1943.

RECOMMENDATIONS FROM THE WOMEN'S ADVISORY COMMITTEE TO THE CHAIRMAN OF THE WAR MANPOWER COMMISSION ON APPOINTMENT OF WOMEN TO REGIONAL AND AREA WAR MANPOWER COMMITTEES

The Women's Advisory Committee of the War Manpower Commission has given earnest consideration to the need for women representation on Manpower committees at the regional and local levels.

The labor requirements of war and essential civilian industries in the 31 areas in which there exists an acute labor shortage now and the 95 areas in which at present there is only a balance of labor supply and demand will result in far-reaching repercussions on women locally as pressures are exerted to induce women to accept employment in industrial and agricultural areas. There will be relatively few manpower problems which will not in one way or another be identified with the induction of women into a larger sphere of activity. In fact, by the end of 1943 women will represent practically all the new entrants into the labor market.

The Women's Advisory Committee urges consideration of the appointment of capable women to membership on Regional and Area Manpower Committees. These women should be carefully selected for their experience and knowledge in the fields of management and labor and should understand basic employer and employee relations, as well as the difficulties entailed in recruiting women not normally a part of the labor market.

There have been innumerable requests from employers for advice and assistance in connection with the employment of women and the kind of personnel practices and policies which should be developed. The War Manpower Commission at the regional and local levels should be in a position to handle these matters, which are a part of the solution to efficient use of labor reserves in stringency areas.

While estimates of the number of women to be employed in these congested arwas vary, in the aricraft industry it is expected that employment will go up as high as 70 to 80 percent. This, of course, applied to plants in Detriot, Baltimore, Buffalo San Diego, Los Angeles, and Seattle. There will have to be much more attention given to ways and means of getting women into less essential work, such as hotel services, waitresses, laundries, retail stores, etc. There will have to be part-time employment programs worked out in these congested areas. There are the related matters, such as expediting of child care programs, adjustments in shopping facilities, "equal pay for equal work", etc. which which require greater emphasis.

The Women's Advisory Committee gherefore respectfully requests that immediate consideration be given to the appointment of capable women to membership on the Regional and Area Manpower Committees.

1-14-43

Report of Public Relations Sub-Committee on Co-operation with Women's Organizations

The Women's Advisory Committee of the War Manpower Commission realizes the enormous reservoir of strength in the women's organizations thruout the country and has been anxious to make a definite plan for cooperation with these organizations. The Committee believes that this cooperation can result in two things.

1:- increased facilities for bringing to the attention of women throughout the country the need for them to be trained and work in accordance with their abilities and capacities. They must know what women are doing and can do in industry and on the farm, where they can get training and what steps to take to enter employment. The women's organizations thru their many local units can do an excellent job of disseminating this type of information provided the proper set-up is established and maintained for getting authentic information to the.

2:- great help locally in actual preparation for recruitment, child care, housing facilities, transportation, and general community services. These women have had years of experience, and if properly coordinated can be put into action quickly.

In view of this condition, a sub-committee was appointed to study this question and make recommendations. A meeting was held in New York by members of the sub-committee with the New York representatives of the YWCA, Junior League, National Council of Jewish Women, National Business and Professional Women's Clubs, Girl Scouts and Women's Trade Union League to discuss with them a plan of operation. These representatives recommended that national organizations having local units throughout the majority of the states be selected for official contact and that the smaller orgqnizations would be drawn into the picture at the local level by these national organizations. They offered to appoint a committee to formulate criteria for selection of organizations.

They also believe that the local organizations should tie up officially under the Regional Director of the Manpower Commission and that a plan should be formed for this tie-up, to be sufficiently flexible for use all over the country but fashioned in such a way that the regional directors would have a definite plan on which to start as soon as an area appeared to be in the critical labor zone.

As a result of the meeting of the sub-committee with the Washington staff, it was decided that the following three steps should be taken immediately:

1. Secure the criteria and select the organizations for contact.
2. Send a letter signed by Miss Hickey to the President

of each of these organizations stating that they have been selected by the Women's Advisory Committee for national contact and asking them to submit to the committee information as to the field in which their organization can be of greatest help. This is done as many organizations feel that in their local set-ups they are fitted to handle certain types of work particularly well and there is a great deal of waste in asking them to handle other types of work though they all admitted they could be of teneral educational value and could help in the recruitment and enrollment programs. They would also be asked to name a representative for this official contact.

The third step would be to set up thru the proper Washington authorities the sending of monthly bulletins to each organization of the type information in which they are particularly interested, as soon as official contacts have been decided upon.

If this procedure is approved by the entire committee, steps will immediately be taken by the sub-committee to continue this work along the procedure outlined. Report of progress will be made at February Committee meeding and next steps decided upon.

* * * * * * * * * * * * * * * * *

The sub-committee also met with Mrs. White of the Washington Information Service to discuss the progress of the general Public Relations Program presented at the last meeting. Mrs. White submitted a very interesting outline of a campaign which will be started very shortly covering newspaper, radio, magazine, poster and other types of publicity available. It was the feeling of the sub-committee that while the campaign submitted was extremely interesting from an emotional standpoint that is could be made more practical and should stress more the advantages that will come to women in the poast-war world from training and experience they will receive now, and also this campaign should be restricted to women without children and those with children of 14 yrs old or over, until community services have provided for child care through nurseries, day school programs, etc. Mrs. White accepted these suggestions and is going to report to the total committee tomorrow her program incorporating the suggestions mace by the sub-committee.

The suggestion was also made by the sub-committee that the Public Relations Program take into account direction of women into the training courses set up under Government auspices. From discussion with some of the Professors conducting the training in New York under the ES & MWT courses, it was learned that while they have sufficient women, teachers and equipment to train women, they do not have the talent or the funds to do the publicity necessary in increasing enrollment. Many of these courses are given in men's schools and there is considerable resistance that must be broken down to get women to enter technical courses.

Some effort should be made to sell girls and women the idea that engineering training of any kind is an excellent background for any business career, and will be an asset in the post-war world in any industry. It teaches the scientific methos of approach, fact finding, accuracy and precision, and

just as this has proven an asset to men in all businesses in the last ten years, so will it prove of value to women in the years to come. This they must be made to see.

Submitted by:
Bess Bloodworth, Chairman
Dorothy Bellanca
Gladys T. Edwards
Beatrice Gould

January 14, 1943.

RECOMMENDATION FROM THE WOMEN'S ADVISORY COMMITTEE TO THE CHAIRMAN OF THE WAR MANPOWER COMMISSION ON UTILIZATION OF WOMEN IN AGRICULTURE

The Women's Advisory Committee of the War Manpower Commission because of its special interest in the utilization of women during the war period has discussed and considered the place women must take in meeting farm labor needs and the degree to which women can effectively be employed to supplement and replace lost manpower.

The seriousness of the farm labor problem and its relation to an accurate food supply has been generally recognized. There have been numerous local partial plans and sporadic efforts to meet this need of farm labor, with the result that there exists great confusion as to any overall government program. These have been undertaken by various commercial interests, volunteer groups, and by other agencies. As the 1943 planting, growing and harvesting seasons advance, the immediate urgency of meeting agriculture's labor requirements will cause more and more such uncoordinated and conflicting efforts.

The supply of adequate farm labor is, by definition, a manpower problem and as such, the responsibility is squarely upon the Manpower Commission to take the leadership and firm direction in the formulations of policies, plans, procedures and administration. If this responsibility is not met immediately, confusion, waste of manpower through duplication, lack of adequate coverage, misdirection and tragic wastage of food will result. Already the public is aware of oncoming food shortages and will not understand unpreparedness to meet farm labor needs.

In view of this, your Women's Advisory Committee respectfully recommends and urges that you request your staff to proceed immediately to prepare plans, draft procedures, set standards, and overall policies so that the regional, state and local communities which are fact to face with this problem can be prepared well in advance of the demands that will be made upon them.

Our Committee, which understands that is has only advisory responsibility with respect to the formation of any policy coercovering mobilization, placement and protection of women, respectfully suggests that in the preparation of such plans, consideration be given to the following:

I. That the War Manpower Commission immediately take steps to clarify and emphasize its prime responsibility and authority in the field of agricultural manpower. In order that the general public, government agencies, private agricultural enterprise, labor, and other private organizations may more clearly understand that the War Manpower Commission is assuming its responsibility in this area of manpower, an agricultural labor program is urgently needed. As a part of this program, a plan for the utilization of women in the field of agriculture must be developed. The War Manpower

Commission must, we submit, exercise complete authority with respect to policy and operation from the national to the regional and to the community level.

II. A. In developing an agricultural manpower program, that the Chairman of the War Manpower Commission direct his staff to proceed immediately to prepare a comprehansive and practical plan at the earliest possible date for the use of women in agriculture. This plan should take into consideration the following:

1. Occupations which women can perform in seasonal agriculture, indoor and outdoor full-time agricultural employment
2. The sources from which women can be recruited--industrial areas, small town communities, rural non-farm communities
3. Standards governing the employment of women in agriculture.
4. Training of women for agricultural employment.
5. Supervision of women agricultural workers.
6. Special problems, such as:
   - wages
   - unemployment insurance
   - employers' liability
   - workmen's compensation
   - care of children
   - housing
   - transportation

B. That the Chairman of the War Manpower Commission direct his staff to relate the effects of wartime employment of women in agricultural work to the postwar problems of adjustment of the individual women when she is no longer needed for this type of work.

III. We ask that the Chairman of the War Manpower Commission direct the staff to consult with the Women's Advisory Committee in the formulation and before the final draft of the above plans.

January 14, 1943

To: Mr. Paul V. McNutt,
Chairman

From: Women's Advisory Committee

Attached is the recommendation of the Women's Advisory Committee, concerning the appointment of a suitable woman to a staff executive position in the War Manpower Commission.

Attachment

The Woman's Advisory Committee is firmly of the opinion that the utilization of womanpower will be greatly enhanced by the appointment of a suitable woman to a staff executive position in the Manpower Commission.

They recognize the fact that women are people and are not advocating appointment of a woman to a position merely because she is a woman. They would oppose a mediocre woman compared to a well-equipped man for a position. They KNOW, however that

a. There are competent women available for appointment

b. There are great problems involved in the induction of great numbers of women from the housewife group, women who have never worked or have not worked for years, etc., especially into many industries where women have never been employed

c. There are also attendant community problems arising in connection with this induction, such as child care, health and welfare problems

And it is their belief that it is not sufficient to have women in a line executive capacity in the various bureaus. Action on many of above questions should be carried out with the advice and counsel of women or a woman at a staff executive level.

It is also believed that such an appointment would have an excellent effect on improving the public relations problem now existing between Government agencies and women's organizations throughout the country, and would increase the availability of their cooperation in the recruitment, enrollment, induction and maintenance of this woman's program, which is greatly needed.

Therefore, the Women's Advisory Committee adopts the following motion:

THAT in the new organization of the Manpower Commission, a suitable woman be appointed to a staff executive position preferably as an Assistant Executive Director or as Assistant to the Executive Director.

January 14, 1943

dupe

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE WITH REFERENCE TO REPRESENTATION OF WOMEN ON REGIONAL AND AREA WAR MANPOWER COMMISSION COMMITTEES

It was moved and adopted

THAT: The recommendation to the Chairman of the War Manpower Commission requesting appointment of women representatives on each regional and area committee be approved and presented by the Chairman of the Women's Advisory Committee to the Management-Labor Policy Committee at the earliest possible moment.

WAR MANPOWER COMMISSION

Washington, D. C.

January 18, 1943

MEMORANDUM

TO: All Regional Directors

FROM: Arthur S. Flemming
Commissioner and
Acting Executive Director

SUBJECT: Women's Advisory Committee

The Women's Advisory Committee has a responsibility for advising the Chairman of the War Manpower Commission on major policies concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war.

In order to do a most effective and realistic job, it is desirable for members of the Committee to be informed about some of the general programs as well as those relating particularly to women. We are, therefore, suggesting that Regional Directors provide on an informal basis information regarding the Regional and Area programs. This should be done without preparing special material or special reports. If copies of minutes or digests of minutes of Regional and Area Committees are prepared, copies of these should be sent to the members of the Advisory Committee living in your Region. The information will be considered confidential. However, it will be of assistance to members of the Advisory Committee in keeping in touch with developments and relating these developments to the national policies and programs which they are considering.

There may be situations arising which you may find it desirable to discuss with the members of the Women's Advisory Committee in your Region. While it is not anticipated that these women will attend your staff conferences or meetings of the Regional and Area Committees, I believe that the Regional staff can benefit by their experience and opinion.

For your information, I am attaching a list of the members of the National Women's Advisory Committee, indicating the home region of each.

WMC - Women's Advisory committee - Feb. 1943

February 10, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE
WITH REFERENCE TO WOMEN IN AGRICULTURE

It was recommended

That, community committees be established for the purpose of advising and actively participating in local programs for the recruitment, placement, training and transportation of non-farm groups to be employed as farm labor; such community committees to be well-balanced, representative of all the interests within the community, as well as of the agencies directly concerned with the problem; organizations within the community - crisis

That, the community committees be urged to assume responsibility for maintaining the standards on the employment of youth under 18 years of age already endorsed by the War Manpower Commission as to wages, hours, health, housing, transportation and supervision;

That, a training program be instituted through the school system or through an agency, suitable and available, for the purpose of giving training in agricultural work to those volunteer groups which have agreed to do such work, it being the sense of the Committee that training in animal husbandry, in the handling of suitable machinery and in the efficient care of harvesting of crops are essential if the worker is to make his full contribution to war production of food, fiber and feed;

That, further consideration be given to the creation of a formalized, uniformed Women's Land Army in the light of reliable information to the effect that an available labor force of workers with farm background aggregates approximately 1,000,000 persons.

February 11, 1943

The Women's Advisory Committee adopted the following recommendation:

The present makeup of the Women's Advisory Committee does not provide for alternates. The Committee has considered very carefully the advisibility of appointing alternates and has reached the following conclusion:

Due to the pressure of their individual activities and in view of the difficulty in securing transportation the Committee members feel that it could be to the advantage of the Women's Advisory Committee and the War Manpower Commission to appoint alternates.

It does not desire the appointment of an alternate for each individual member but suggests the feasibility of the appointment of three alternates by the Chairman of the War Manpower Commission. An alternate would serve as representative for any committee member who, because of previous commitments, lack of transportation, or other unavoidable circumstances would be forced to be absent.

In view of the fact that no specific organizations are represented on the Women's Advisory Committee, it urges that consideration be given to its present nation-wide representation.

February 10, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE
WITH REFERENCE TO WOMEN IN AGRICULTURE

It was recommended

That, community committees be established for the purpose of advising and actively participating in local programs for the recruitment, placement, training and transportation of non-farm groups to be employed as farm labor; such community committees to be well-balanced, representative of all the interests within the community, as well as of the agencies directly concerned with the problem;

That, the community committees be urged to assume responsibility for maintaining the standards on the employment of youth under 18 years of age already endorsed by the War Manpower Commission as to wages, hours, health, housing, transportation and supervision;

That, a training program be instituted through the school system or through an agency, suitable and available, for the purpose of giving training in agricultural work to those volunteer groups which have agreed to do such work, it being the sense of the Committee that training in animal husbandry, in the handling of valuable machinery and in the efficient care of harvesting of crops are essential if the worker is to make his full contribution to war production of food, fiber and feed;

That, further consideration be given to the creation of a formalized, uniformed Woman's Land Army in the light of reliable information to the effect that an available labor force of workers with farm background aggregates approximately 1,000,000 persons.

February 11, 1943

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
WITH REFERENCE TO THE SELECTIVE SERVICE ACT

It was moved and adopted

THAT: The various bills on Selective Service be submitted to the Women's Advisory Committee for study and that the ideas and suggestions of the Committee be submitted to the Chairman before any Hearings are held, even if it is necessary to call a special meeting of the Women's Advisory Committee to make possible an expression of its opinion.

WOMEN'S BUREAU
MAR 4 1943
DEPARTMENT OF LABOR

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF EIGHTH MEETING, FEBRUARY 10, 1943

10:00 a.m. to 12:30 p.m. and 2:00 p.m. to 5:15 p.m.

Room 5546, Social Security Building, Washington, D.C.

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Gladys T. Edwards
Mrs. Beatrice Gould
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston

War Manpower Staff Present
Mr. Fowler V. Harper
Miss Rhea Radin
Miss Marjorie G. Russell
Mr. Leo Werts
Miss Olive Young

Present by Invitation
Miss Mary Anderson
Miss Elizabeth Christman

PURPOSE OF THE MEETING

The meeting convened with the committee in executive session. The following agenda was submitted and accepted: (1) explanation of the Executive order for a 48-hour work week; (2) interpretation of the farm placement service directive; (3) discussion of employment stabilization; (4) report of the Subcommittee on Agriculture. The question of equal pay for equal work was also discussed.

EXECUTIVE SESSION

Interim Report.--Miss Hickey introduced Miss Charlotte Carr, who has been appointed assistant to Mr. Harper, Deputy Chairman of the War Manpower Commission Miss Carr's appointment follows the Committee's recommendation that a woman be placed in an executive post in the WMC, Miss Hickey pointed out. Miss Carr said that the committee was largely responsible for her appointment and that a straightforward interchange of ideas should prove beneficial both to the committee and the WMC.

A recommendation that women be appointed to serve on the regional and area committees of the WMC had been prepared, Miss Hickey reported, and had been presented to the Management-Labor Policy Committee, where it received immediate support and approval. The executive committee now has the recommendation, and methods for effecting the placement of women are being discussed. It was explained that definite action has been deferred, pending the release of the Employment Stabilization Plan. With the release of the plan, the resulting reorganization will facilitate the appointments.

In response to the recommendation that reports of regional directors be sent to committee members, the national office has been very cooperative, Miss Hickey said. She has received an excellent report from one of the Regional Directors, but none of the other Committee members have received any as yet. The matter will be followed up.

As of February 15, Miss Virginia Price will be the executive secretary of the Women's Advisory Committee. Miss Hickey explained that the committee is fortunate in securing the services of Miss Price, who has had a great deal of experience with committee groups and has done newspaper and publicity work.

Community Services and Facilities.--The purpose of the Study of Community Services and Facilities, Miss Hickey said, is to determine the most effective utilization of labor, considering the lack of facilities in factories and communities. Miss Anderson reported that the field staff of the Women's Bureau has been cooperating with the Wages and Hours Board and the War and Navy Departments, and that it has been asked to cooperate with Mr. Taft. The WMC recently requested that a member of the field staff be sent to Mobile, Alabama, where factory conditions are very bad. A field representative studies the situation and not only speaks with employees but also confers with the employers, suggesting improvements and more advantageous utilization of labor.

Miss Anderson said that there are ten representatives in the field and that the Bureau is having trouble in increasing the staff because experienced women are hard to find and there is no time for training.

WMC Manning Tables and Program.--The preparation and enforcement of the manning-table program will have a tremendous import for women, Miss Hickey stated. There will be a large task for specialists in labor inspection, consultation, and placement; and women, as the greatest pool of labor, should be represented. Miss Hickey informed the committee that two members of the Management-Labor Policy Committee are consultants and she suggested that the Women's Advisory Committee might recommend the appointment of one of its members as consultant, also.

One of the committee maintained that if the Government seriously regards women as an important factor in industry, every management-labor committee ought automatically to have a female representative.

EXECUTIVE ORDER ON THE 48-HOUR WORK WEEK

Mr. Harper explained the basic principles of the Presidential order and answered questions of the committee members.

The order is mandatory in only the 32 specified areas, but its observance is desirable wherever feasible. The objective of the plan is to increase production using available labor, by absorption or transfer within the employers' operations. There is to be no recruiting of additional labor or release of surplus labor until March 31, 1943. At that time, if a 48-hour week has not been attained because of excess labor, the WMC is to be notified and a withdrawal schedule will be prepared. This order does not prevent the recruiting of key men or of additional labor necessitated by expansion, nor does it apply to part-time workers. It is applicable to all full-time employees in all industries and calls for time-and-a-half for overtime in those industries controlled by the Fair Labor Standards Act. An exception may be made for those industries, (e.g., steel) for which a 48-hour week is impracticable. The order is not to supersede or conflict with State laws which limit work hours.

Miss Hickey reported that, in order to protect the advances labor has made, a recommendation has been sent to State Labor Departments, advising them to relax State labor laws in conformity with war emergency developments rather than to make new laws.

A committee member asked whether any consideration is being given to dovetailing community services with industry hours. With women working 48 hours, some plan must be evolved whereby home life may be maintained. Miss Hickey asked Mr. Harper whether someone from the WMC might work with the committee on questions of community and plant facilities affecting the worker. Mr. Harper signified that to a great extent the problem is a local one and must be worked out by individual communities, but he agreed that broad policies formed by the WMC are important and necessary. He asked the committee to

indicate the direction that the staff is to follow so that some action may be taken before the next meeting. It was suggested that wishful thinking can be implemented if regional and area directors are given authority to meet with community representatives to try to formulate some plan of community services for war workers.

Miss Anderson expressed the opinion that the rationing of all food would alleviate the shortage that has worked a hardship on employed women, and she suggested that the WMC may be able to exert pressure to expedite rationing and price fixing.

FARM PLACEMENT SERVICE

Farm placement policies on a national, regional, and area basis will be formulated by the WMC, Mr. Harper explained, but the operating responsibility is delegated to the Department of Agriculture by WMC Directive No. 17. The Department has the experience and the personnel, and this decentralization should make possible greater cooperation between the two agencies. The Women's Advisory Committee was assured by Mr. Harper that the WMC will continue to make policy determinations and that operation under the regional offices of the Department of Agriculture will be under constant review and appraisal. The Farm Security Administration is equipped for this work, precluding the transfer of personnel or funds. Operations will continue through all local sources in use at the present time.

Secretary Wickard has designated Major Walker as director of national farm-placement operations. Major Walker will have regional representatives who will be on the staffs of local WMC boards. Essentially, Mr. Harper said, the Department of Agriculture is working as a representative of the WMC.

AFTERNOON SESSION

EMPLOYMENT STABILIZATION

Mr. Werts interpreted for the committee the WMC directive on hiring controls.

A fundamental principle of the employment stabilization plan is that management, labor and the Government, in each region and area, are to recommend jointly the policies of hiring controls. The emphasis will be on industrial stabilization to eliminate inter-industry and trans-industry turnover. The Chairman of the WMC may direct other agencies to enforce the provisions of the program; for example, WPB may be directed to withhold material from a manufacturer who does not comply with the provisions of the plan. The penalty for nonconformity by an employee would be unemployment. Criteria and standards are to be set up by the regional and area staffs. Provision for appeal is very broad, with authority vested in local committees.

To forestall criticism, general information on appeal machinery should be released and stressed without delay, Miss Hickey said. Both employer and

employee are protected by this program and this fact should be publicized.

In response to questions of the Committee, Mr. Werts explained:

1. The only solution to turnover, justified or not is the labor stabilization plan. Until its inception, transfer from a non-essential to an essential industry, or transfer to a position which will better utilize the worker's skill, should be permitted.

2. A survey of the proper utilization of labor, nationally, by industries, and by individual plants, is contemplated. Problems of morale, insufficient training, faulty machinery, etc., are factors contributing to low efficiency; it will be the responsibility of WMC to determine the causes of turnover and absenteeism and to effect corrective measures through conferring with management and labor.

3. Manning tables, which have been well received, are to be an integral part of the labor-utilization study. These tables are valuable for their indication of the status of workers in the plants.

4. If a worker has a release from his employer, he may be hired by another company, at the gate or through other employment channels.

5. When national legislation on employment stabilization is in effect, the program will be followed. Where the plan is already effective, turnover and absenteeism have decreased. Also, discrimination has been eliminated in these places, since the plan outlaws discriminatory practices.

6. Plans have been made to clarify and simplify the mechanics of the program for the public. Simple statements will be posted in the plants and a clear explanation will be published in pamphlet form for workers.

EQUAL PAY FOR EQUAL WORK

The National picture is serious, Miss Christman explained, because in many large industries two rates of pay prevail, with a differential of from 20 to 50 cents per hour. It is thought, she said, that paying women less will keep them from taking men's jobs.

Miss Christman told the committee of her work on the General Motors case. In order to reach all of the workers with her interpretation, it was necessary for her to attend meetings of all 3 shifts. When the decisions of the War Labor Board were handed down, General Motors accepted under protest. The union came out against any differential in pay and was successful in eliminating the designation of "male" and "female" from the rate book. Women were coming in at 47 cents an hour and men at 62.8 cents.

Unions.--The movement to eliminate pay differentials has spread steadily. CIO unions are taking a stand for equal pay for equal work. The United Electrical Workers Union has 137 contracts with the "equal pay" provision and the United Rubber Workers Union has 142. The United Auto Workers is preparing a statement and the Machinists' Union stands behind the movement.

Some unions, Miss Christman continued, accept women only on an auxiliary basis; they have no voice and no vote. This admission, on a work-permit card, is practiced principally by construction unions and those old unions which have always considered their trade to be purely men's work. However, the Structural Iron Workers Union, a construction organization, admits women. No initiation fee is required and the dues are moderate. And in the newer CIO unions women are admitted on the same basis as men.

In answer to a question on the role of women after the war, Miss Christman expressed the opinion that there will have to be a gradual adjustment of labor. Now the job is looking for the worker; after the war the worker, especially men, will look for the job.

Miss Christman stated that there are now about 3,000,000 women in unions--1,300,000 in the A. F. of L. 1,500,000 in the CIO, and at least 200,000 in independents.

REPORT OF THE SUBCOMMITTEE ON AGRICULTURE

Mrs. Dalston read the report prepared by the Subcommittee on Agriculture. The subcommittee recommended:

1. Community sponsorship of farm-labor groups.

2. Standards on the employment of youth, to be maintained by community committees.

It was the consensus of the committee that the phrase "standards on the employment of youth" should be changed to read "standards on the Policy on Employment of Youth under 18".

3. A training program through schools or through a suitable agency, instituted to prepare volunteer groups in agricultural work.

There was some discussion of the practicability of short training courses for youth, and the feasibility of instituting school courses in time to train volunteers by summer. The committee concurred that training is necessary but that methods should be determined by well-qualified agencies. The recommendation will be submitted to the staff for amplification.

4. The available labor force of approximately 1 million persons with farm background to be utilized before steps are taken to create a Women's Land Army.

Mrs. Edwards explained that the FSA will provide transportation and will find housing for relocated farm labor. Labor that is seasonally unemployed can be mobilized, to utilize wasted man hours. It has been suggested, she continued, that 7 or 8 thousand of the 15 thousand conscientious objectors may be used on the farms. Some prison labor may also be used.

The advisability of endorsing a program necessitating the migration of entire families, even though the wages are to be raised and transportation furnished, was raised by a committee member. After extensive discussion, the committee agreed that before recommending a program with such broad social implications, it should obtain further information and consider the policy carefully. Representatives of the agencies concerned with this problem will be invited to address the Women's Advisory Committee at the next meeting, until which time the recommendation will be tabled.

A motion was made, seconded, and passed unanimously that the report of the Subcommittee on Agriculture be accepted, with the exception of the last paragraph. The other sections will be redrafted and submitted to the chairman.

****

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF NINTH MEETING, FEBRUARY 11, 1943

10:00 a.m. to 12:30 p.m. and 2:00 p.m. to 5:30 p.m.

Room 5546, Social Security Building, Washington, D. C.

Chairman

Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Beatrice Gould
Mrs. Lowell Hobart
Mrs. Jennie Matyas
Mrs. Blanche Ralston

War Manpower Staff Present
Mr. Phil Broughton
Mr. James Brunot
Miss Charlotte Carr
Miss Thelma McKelvey
Miss Rhea Radin
Miss Marjorie G. Russell
Mrs. Mary B. White

Present by Invitation
Mrs. Florence Kerr
Miss Virginia W. Price

PURPOSE OF THE MEETING

On the second day of the meeting the Women's Advisory Committee discussed: (1) the report of the Subcommittee on Public Relations; (2) the proposed Congressional bill for a National War Service Act of 1943; and (3) the report of the Subcommittee on Day Care.

INTRODUCTION

Miss Hickey reported that an invitation has been extended for a representative of the Women's Advisory Committee to attend a joint meeting of the Management-Labor Committees of Canada and the United States, to be held in New York on February 13 and 14. Miss Matyas offered to represent the committee on the first day and Miss Bloodworth on the second.

The position of the representative of the Women's Advisory Committee at Management Labor meetings, Miss Hickey explained, is that of official observer. Contributions to discussions of problems pertinent to women are invited, but permission to introduce a recommendation or report should be obtained from the chairman before the meeting.

REPORT OF SUBCOMMITTEE ON PUBLIC RELATIONS

Interim Report.--Miss Bloodworth read the subcommittee's report on cooperation with women's organizations in the enrollment of women. The subcommittee suggested that a questionnaire be sent to women's organizations, requesting information on membership, location, activities, character of membership, interest in availability for cooperation in women's problems. When replies to the questionnaire are received, organizations reporting a representative national or local coverage should be selected and a letter should be sent to the president of each organization, advising of the selection and requesting the designation of an official representative for contact. Then steps should be taken to set up proper channels for distribution of information to these groups for circulation among their local units.

Some organizations, Miss Bloodworth reported, distribute bulletins to their local branches, but this takes time and research, and the information is not always valid. If distribution of official information were directed from a national office, authentic, current data can be released.

Women's groups can be of great service in the furtherance of the war effort, Miss Bloodworth continued, but their operations must be directed through centralized control to eliminate duplication of effort. The rousing of women to the seriousness of the war effort and the preliminary ground work in enrolling them would be a considerable contribution of this integration. Local meetings, sponsored by the larger organizations, can be held. Round-table discussion, talks by Government representatives, exhibits, and demonstrations of war work in the community might be features of the local meetings.

Miss Bloodworth stressed the fact that organizations would be under no obligation. Information would merely be sent to the designated contact person for circulation.

The report was unanimously adopted by the Committee.

Report on Public Relations.--Good progress on the women's campaigns (Information Service) is being made in 3 directions, Miss White reported: (1) local campaigns for critical areas; (2) radio build-up; and (3) background material.

Local Campaigns.--Policies to be used in local campaigns will be formulated in Washington, passed on to the regional directors, and then passed on to area directors. The local plan book, which will be in every USES office, will suggest methods for obtaining cooperation from the community, organization of a local campaign committee, survey of industry conditions, newspaper support, radio, posters, theatres, lectures, club and church cooperation, retail store, local recognition of services, booklets to answer questions, procurement of data from Washington. No steps are to be taken in connection with this campaign until the area director has declared the recruitment of women to be necessary.

Radio Build-up.--In March there will be a preliminary build-up on network allocation. It will be devoted to reiteration of the local character of the need for women in war industries, and will exhort women not to move from community to community looking for war work.

Background Material.--Several timely changes have been made in the background material as outlined at the last meeting of the Women's Advisory Committee; for example, greater stress has been laid on civilian jobs, inclusion of part-time work, and removal of the 45-year age limit.

The fact that the Women's Campaign is in no way a "glamour" campaign is stressed. The idea is designed to bring the natural patriotism of women into effective and active use.

A complete book of information is being prepared for distribution in areas where there is not a great demand for women to work in factories.

This booklet covers briefly the alternatives to factory work, including teaching, nursing, Army Auxiliary Services, necessary civilian jobs, and volunteer work.

In development of educational campaigns, policies covering safety and welfare of women workers are presented. Hollywood, advertising agencies, magazines, radio stations, retail stores, and wholesale markets are being requested to cooperate in presenting standards to American women.

Also, through the OWI, the same agencies are being asked to effect uniformity of presentation on problems of home management for working mothers.

Miss White told the committee that the WMC is working with OPA and WPB on the clothes situation; the aim is to promote a trim, neat effect. It is also working with the OWI in preparing "do's and don't's" for radio scripts. Miss Bloodworth has been invited to go to the J. Walter Thompson Company office in New York to see the final draft of the material to be used. She will report back to the committee.

Mrs. Gould asked whether the employment of older women can be stressed and the wisdom of using them in industry before young mothers. Miss Bloodworth reported that a record of benefits paid over a year for absences showed that payments to older and younger women were proportionate to the number employed in each age group. This is proof that older women who pass the physical test are not absent because of illness any oftener then younger women. A motion was made by Mrs. Gould that the Women's Advisory Committee suggest a full exploration of the possibility of using older women workers. Existing studies should be used and further studies made, she said, and the facts should be widely publicized with the aim of encouraging the use of these older women before young women with children are taken out of the homes. The motion, unanimously approved by the Committee, will be prepared and presented to the Chairman.

NATIONAL WAR SERVICE ACT OF 1943

Mrs. Ralston acted as chairman during the discussion of the Wadsworth Bill.

The question of whether the manpower shortage is sufficiently urgent to warrant legislation compelling registration of women was discussed by the Committee. It was agreed that the approach taken by the English, of passing an over-all act to be used when and if necessary, was psychologically sounder than the Wadsworth proposal. If the United States used the English method of calling age groups and skills as needed, the stimulation of volunteers would probably preclude further enforcement. It was the consensus that the time is not opportune for passage of a selective service act. One committee member inquired whether a recommendation would be in order providing that certain issues should be considered if the bill is passed. The point was made that if the bill gets to hearings Mr. McNutt would be asked to testify, and he can be acquainted with the views of the Women's Advisory Committee. It was decided that the bill should be studied and opinions submitted. The Committee also concurred that other bills should be studied. If a matter is urgent, a special meeting can be called to discuss the question.

Miss Bloodworth moved that various bills on Selective Service be submitted to the Women's Advisory Committee for study and that the ideas and suggestions of the committee be submitted to the chairman before any hearings are held. Miss Matyas seconded the motion, and it was unanimously passed. Inquiry was made as to the possibility of having a digest made of the bills so that they would be in a more understandable form. Miss Hickey

advised that this condensation is one of the functions of the Planning Division and members would receive bills in a digest form.

REPORT OF THE SUBCOMMITTEE ON DAY CARE

Outline of the Report.--The report of the Subcommittee on Day Care, covering present methods for providing services to children of working mothers, was read by Miss Hickey. The following agencies provide services for child care:

1. Office of Defense Health and Welfare Services

2. Office of Education

   a. Extension of the school day for school-age children
   b. Extension of school services to other age groups

3. Children's Bureau

   a. Responsibility for day nurseries through State plans for licensing and supervision

   b. Development of the use of foster-family homes
   c. Development of counseling services for working mothers
   d. Establishment of home-maker services

4. Federal Works Agency

5. Office of Civilian Defense

   a. Organizational services
   b. Mobilization of volunteers
   c. Community education

6. WPA Program (Pending absorption under the Lanham Act)

Federal Works Administration.--Under the Lanham Act the authority of the FWA is very broad, Mrs. Kerr stated. Applications are being received for service, child care, and school services. In reviewing applications, the FWA considers:

1. War need

2. Eligibility of applicant--public body or nonprofit private agency

3. Method of financing(Federal funds may be requested over and above fees and local contributions.)

Under the Lanham Act, Mrs. Kerr continued, there is no provision for welfare work. Services are provided only to effect the release of women for war jobs

in order to promote the war effort. Because of material shortages, Lanham Act funds cannot be used for construction of new nurseries or schools; this restriction necessitates the use of existing quarters. Renovation, rent, and about 50 percent of the operating costs, however, will be furnished. Parents are expected to pay an equitable fee and such payments, it is estimated, will total on a national average 50 percent of current operating expenses, exclusive of rent. This percentage would be variable, depending upon local situations.

In answer to a question, Mrs. Kerr said that there is no provision for centralized supervision; this control will have to be provided by the State. State departments of education and of welfare she said, have developed the necessary technical and practical working experience through years of operating under WPA. The usual personnel requirements, she added, are 2 trained women for a unit of 25 children, with 1 trained attendant for each additional 10 children. The schedule is normally 8 hours, but if mothers are on rotating shifts, a 24-hour schedule would be necessary.

A committee member questioned the ratio of trained women needed for child-care service to the number of women who would be released for war jobs. She pointed out that the release of mothers must not be assumed to warrant the use of trained women. She suggested more extensive consideration of extending public-school facilities, using existing personnel to a great extent. A further point, raised by Mr. Bruno, was that women who are already employed and who have lost household help must find care for their children. He advised that surveys are being made by Federal agencies and by local child-care committees to determine the need for these services.

Office of Defense Health and Welfare Services.--If the administration of the child-care program is transferred to the ODHWS and if sufficient appropriation of funds is made for execution of the program, the multiplicity of agencies concerned with the administration of the existing program would be eliminated, Mr. Bruno said. Under the Lanham Act, the FWA is denied supervisory authority, and supervision and determination of standards are vital to a child-care program. There are two methods for effecting standardization of fund allocation and supervision, he stated:

1. Widen the scope of the Lanham Act to provide national assistance to States for supervision; and

2. Authorize ODHWS to utilize established channels of Federal-State-local relationship and grant financial aid for supervised use.

Either method, Mr. Bruno said would solve the problem of divided responsibility. The WMC, he continued, feels that the Federal-State-local relationship promises the best utilization of the whole structure.

Discussion.--The Lanham Act Fund, it was explained, will be limited to consideration and capital expenditures if the proposed transfer is effected. The ODHWS will receive the funds for child care.

Members of the committee discussed the advisability of changing the present set-up. The committee was informed that the factors contributing to the contemplated change were as follows: There has been no one agency to make decisions; applications have not always been correlated to emergency areas; the Lanham Act does not permit supervision; the FWA does not cover all cases.

It was the consensus that expedition is the essential factor. The Women's Advisory Committee, however, decided not to recommend the selection of particular agencies to affect great coordination and control.

ALTERNATES

The members of the committee discussed the advisability of recommending that alternates be appointed to attend meetings when it is impossible for one of them to attend. Miss Bloodworth made a motion that the Women's Advisory Committee request the approval of the appointment of 3 alternates-at-large, with due consideration to the national representation now reflected by the committee membership.

CONCLUSION

Miss Hickey notified the committee that Miss Russell would no longer act for them in an official capacity, since she has been appointed executive secretary of the Management-Labor Policy Committee. The committee voted Miss Russell thanks for the help she had given and invited her to attend future meetings.

The next meeting will be held on March 17, and 18, 1943.

****

February 11, 1943

WOMEN'S ADVISORY COMMITTEE RECOMMENDATION REGARDING
THE UTILIZATION OF OLDER WOMEN IN THE WAR EFFORT

The Women's Advisory Committee adopted the following recommendation:

THAT, a thorough exploration be made with a view to presenting data on the present and potential utilization of older women workers in the war effort,

THAT, this survey be based upon current available studies or that new studies be undertaken,

THAT, the utilization and employment of older women be given precedence over the utilization and employment of younger women with children.

February 11, 1943

The Women's Advisory Committee adopted the following recommendation:

The present makeup of the Women's Advisory Committee does not provide for alternates. The Committee has considered very carefully the advisibility of appointing alternates and has reached the following conclusion:

Due to the pressure of their individual activities and in view of the difficulty in securing transportation the Committee members feel that it could be to the advantage of the Women's Advisory Committee and the War Manpower Commission to appoint alternates.

It does not desire the appointment of an alternate for each individual member but suggests the feasibility of the appointment of three alternate s by the Chairman of the War Manpower Commission. An alternate would serve as representative for any committee member who, because of previous commitments, lack of transportation, or other unavoidable circumstances would be forced to be absent.

In view of the fact that no specific organizations are represented on the Women's Advisory Committee, it urges that consideration be given to its present nation-wide representation.

February 11, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE
WITH REFERENCE TO COOPERATION WITH WOMEN'S
ORGANIZATIONS

It was recommended

That, a questionnaire be sent to women's organizations, requesting information as to the size and character of membership, location, fields of activity, interest in and availability for cooperation in the solution of women's problems;

That, when replies to the questionnaire are received, the president of each organization, reporting a representative national or local coverage, be requested to designate an official representative for contact; and

That, steps be taken to set up proper channels for distribution of information to these designated representatives for circulation among their local units, the fact to be stressed that the organizations do not assume any obligation other than on a purely voluntary, cooperative basis.

~~February 24, 1943.~~

Dear Madam:

The Women's Advisory Committee of the Manpower Commission appreciates the enormous reservoir of strength and leadership in the women's organizations throughout the country. These organizations are greatly needed in developing the program of recruitment, training and greater utilization of skills of American women in the war effort.

We wish to invite the participation of these organizations in planning a program of cooperative effort. In order to establish official contact so badly needed, a brief statement on each organization is requested. This information will give us a sound, factual basis upon which to make plans.

Your immediate reply will be of great help to this committee.

Sincerely yours,

Margaret A. Hickey
Chairman, Women's Advisory Committee

COOPERATION WITH WOMEN'S ORGANIZATIONS

WAR MANPOWER COMMISSION

Organization _____

President _____

Executive Secretary _____

Will you please fill in the following information and return AS SOON AS POSSIBLE to the Women's Advisory Committee, War Manpower Commission, Washington, D.C.:

1. Membership of your Organization (No.) _____

2. Number of Units _____

3. Geographical Distribution of these Units _____

4. Leadership: Officers and Departmental Heads (No.) _____
Professional Paid Staff (No.) _____

5. Character of Membership: Average Age _____
Sex _____
Chief Occupations _____

_____

_____

6. Present Fields of Program Activity: _____

_____

7. Organizational facilities available for national, regional and local cooperation: _____

8. In which of these fields are you most interested?

Recruitment of Women _____
Training--Professional _____
Organizational _____
Industrial _____
Recreation _____
Child Care _____
Other Wartime Community Services _____

9. Suggestions of other ways in which you wish to cooperate: _____

_____

(Signed) Margaret A. Hickey, Chairman
Women's Advisory Committee

(If space for replies is insufficient, please attach supplementary sheets)

WOMEN'S ORGANIZATIONS

EMERGENCY WAR

	Address	Membership
American Legion Auxiliary	Scituate, Mass	501,367
American Women's Voluntary Services, Inc.	181 Madison Avenue N.Y.C.	
Daughters of the American Revolution, Nat'l	Memorial Continental Hall Washington, D. C.	143,817
Nat'l Council, Daughters of American	1002 Home Savings and Loan Bldg. Youngstown, Ohio	139,000
United Daughters of the Confederacy	5330 Pershing Ave. St. Louis Missouri	60,000
War Mothers, American	2006 Columbus Rd. Wash. D.C.	9,000
	EDUCATIONAL	
American Ass'n of Junior League	Waldorf Astoria Hotel N.Y.C.	37,000
American Ass'n of University Women	1634 I St. NW, Wash. D.C.	71,461
*American Federation of Teachers	506 South Wabash Avenue Chicago, Illinois	35,000
American Home Economics Ass'n	620 Mills Bldg, D.C.	15,000
*American Library Ass'n	520 N. Mich. Ave. Chicago, Ill.	15,000
*American Vocational Ass'n, Inc.	Denrike Bldg. 1010 Vermont Ave. Washington, D. C.	23,521
Nat'l Congress of Parents & Teachers	600 So. Mich. Blvd., Chicago, Illinois	2,480,188
*Nat'l Council of Foremen's Clubs	347 Madison Ave. N.Y.C.	25,000
Women's Professional Pan-hellenic Ass'n	201 Payne-Shoemaker Bldg Harrisburg, Pa.	75,000
	RELIGIOUS	
Catholic Daughters of America, Nat'l	10 W. 71st St. N.Y.C.	200,000
Catholic Women, Nat'l Council of	1312 Mass. Ave. N.W., Wash. D.C.	5,000,000
Daughters of Isabella, Nat'l Circle	375 Whitney Ave. New Haven, Conn	
Girls' Friendly Society of the USA (Episcopal)	386 Fourth Avenue. N.Y.C.	24,000
Hadassah, Women's Zionist Organization of America	1819 Broadway, N.Y.C.	100,000
Junior Hadassah (Jewish)	1860 Broadway, N.Y.C.	20,000
Nat'l Council of Jewish Women	1819 Broadway, N.Y.C.	60,000
*United Christian Youth Movement	203 N. Wabash Ave. Chicago, ILL.	11,000,000
Women's Home Missionary Society	420 Plum St. Cincinnati, Ohio	276,325
*Young People's Religious Union (Unitarian)	25 Beacon St. Boston Mass.	7,000
Young Women's Christian Ass'n of the US	600 Lexington Ave. N.Y.C.	530,000
Young Women's Hebrew Ass'n	31 West 110th St. N.Y.C.	3,000
	MISCELLANEOUS	
American Ass'n of Social Workers	130 E. 22nd St. N.Y.C.	11,181
Associated Women of Amer. Farm Bureau Federation	58 E. Washington St. Chicago, Ill.	400,000
Camp Fire Girls, Inc.	88 Livingston Ave. N.Y.C.	307,027
*Consumers League, Nat'l	114 E. 32nd St. N.Y.C.	3,000
*Consumers, Union of the US	17 Union Square, N.Y.C.	80,000
Eastern Star, Order of the Grand Chapter of Masonic Temple	13th and N.Y. Avenue, Wash. D.C.	2,072,556

MISCELLANEOUS (cont'd)

	Address	Membership
General Federation of Women's Clubs	1734 N St. NW, Washington, D.C.	2,000,000
Girl Scouts	670 Lexington Ave., N.Y.C.	25,149
League of Women Shoppers, Inc.	220 Fifth Ave., N.Y.C.	
National Council of Women in the U.S. Inc.	501 Madison Ave., N.Y.C.	7,000,000
National Fed. of Business & Professional Women's Clubs, Inc.	1819 Broadway, N.Y.C.	76,118
National League of Women Voters	726 Jackson Pl., Washington, D.C.	
SERVICE CLUBS		
Altrusa Clubs, Int'l Ass'n of	540 N. Michigan Ave., Chicago, Ill.	4,500
Pilot Club, International	1001 Persons Bldg., Macon, Ga.	3,500
Quota Club International, Inc.	1719 Eye St. NW, Washington, D.C.	4,000
Soroptimist Club, Amer. Federation of	1220 N. 39th St., Philadelphia, Pa.	4,000
Zonta International	59 E. Van Buran St., Chicago, Ill.	4,300
NEGRO		
*American Teachers Ass'n.	Box 271, Montgomery, Ala.	4,000
Colored Women, The Nat'l Ass'n of	Capahosic, Virginia	30,000
*Nat'l Ass'n for the Advancement of Colored People	69 Fifth Ave., N.Y.C. 100 Massachusetts Ave., Wash.D.C.	100,000
Nat'l Ass'n of College Women	2645 15th St. NW, Washington, D.C.	500
Nat'l Ass'n of Negro Business & Professional Women's Clubs	524-26 Sixteenth Street, Philadelphia, Pennsylvania	
*Nat'l Congress of Colored Parents & Teachers	St. Teachers College Bowie, Maryland	30,000
Nat'l Council of Negro Women	1812 - 9th St. NW, Washington, D.C.	800,000
Nat'l Federation of Colored Women's Clubs	708 S.E. Fourth Ave., Mineral Springs, Texas	50,000
*Nat'l Negro Congress	717 Florida Ave., N.W., Wash.D.C.	1,500,000
*Nat'l Urban League	1133 Broadway, N.Y.C.	25,000
Nat'l Non-Partisan Forum on Public Affairs	916 Florida Ave., Washington, D.C.	
NURSES		
American Nurses Ass'n	1790 Broadway, N.Y.C.	167,201
Nat'l Organization for Public Health	1790 Broadway, N.Y.C.	11,500
TRADE		
American Federation of Women's Auxiliary, A.F. of L.	9th & Massachusetts Ave. Washington, D. C.	
Auxiliary of Brotherhood of Sleeping Car Porters	217 W. 125th St., N.Y.C.	
Ladies Auxiliary of Brotherhood of R.R. Trainmen	626 Atlas Building, Columbus, Ohio	75,000
Nat'l Women's Auxiliary of Railway Mail Association	A.F. of L. Building, Washington, D.C.	
United Auto Workers of America Ladies Auxiliary	3402 Bridge Ave., Cleveland, Ohio	
Women's Auxiliary of CIO	1407 L Street, NW, Washington, D. C.	100,000
Women's Trade Union of America, Nat'l	1317 Machinists Building, Washington, D. C.	1,000,000

WOMEN'S ORGANIZATIONS - continued

WRITERS

	Address	Membership
Pen Women, Nat'l League of America	Willard Hotel, Washington, D. C.	3,000
Nat'l Federation of Press Women, Inc.	36 W. 44th St., N.Y.C.	
Women's Nat'l Press Club	Willard Hotel, Washington, D. C.	
Women's Nat'l Radio Committee	113 W. 57th St., N.Y.C.	

WOMEN'S BUREAU
FEB 3 1943
DEPARTMENT OF LABOR

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

AGENDA

February 10 and 11, 1943 - Room 5516 - 10:00 a.m.

1. Executive Session
2. Report of Sub-committee on Public Relations
3. Progress report on women's enrollment campaign
4. Report of Sub-committee on Child-care
5. Further consideration of community service facilities program
6. Report of Sub-committee on Agriculture

WOMEN'S BUREAU
FEB 3 1943
DEPARTMENT OF LABOR

February 11, 1943

MOTION ADOPTED BY THE WOMEN'S ADVISORY COMMITTEE
WITH REFERENCE TO THE SELECTIVE SERVICE ACT

It was moved and adopted

THAT: The various bills on Selective Service be submitted to the Women's Advisory Committee for study and that the ideas and suggestions of the Committee be submitted to the Chairman before any hearings are held, even if it is necessary to call a special meeting of the Women's Advisory Committee to make possible an expression of its opinion.

March 18, 1943

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH
RESPECT TO NATIONAL SERVICE LEGISLATION

The following motion was adopted:

THAT, a statement, based on the recommendations of the Committee with respect to National Service Legislation, be prepared and submitted to the Chairman of the War Manpower Commission.

(This Statement has been prepared and will be forwarded to you following conference of the Chairman with B. C. Gavit, General Counsel, WMC)

Matyas August 13, 1943 dupe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PARTICIPATION OF REPRESENTATIVE OF COMMITTEE IN MANAGEMENT-LABOR COMMITTEE AND WMC STAFF CONSIDERATION OF PROBLEM OF NATIONAL SERVICE LEGISLATION

It was moved and adopted

THAT: The Chairman of the Women's Advisory Committee or an alternate be extended the privilege of meeting with the special committee and War Manpower Commission staff assigned to consideration of possible national service legislation.

dupe

February 11, 1943

WOMEN'S ADVISORY COMMITTEE RECOMMENDATION REGARDING
THE UTILIZATION OF OLDER WOMEN IN THE WAR EFFORT

The Women's Advisory Committee adopted the following recommendation:

THAT, a thorough exploration be made with a view to presenting data on the present and potential utilization of older women workers in the war effort,

THAT, this survey be based upon current available studies or that new studies be undertaken,

THAT, the utilization and employment of older women be given precedence over the utilization and employment of younger women with children.

February 11, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH REFERENCE TO COOPERATION WITH WOMEN'S ORGANIZATIONS

It was recommended

That, a questionnaire be sent to women's organizations, requesting information as to the size and character of membership, location, fields of activity, interest in and availability for cooperation in the solution of women's problems;

That, when replies to the questionnaire are received, the president of each organization, reporting a representative national or local coverage, be requested to designate an official representative for contact; and

That, steps be taken to set up proper channels for distribution of information to these designated representatives for circulation among their local units, the fact to be stressed that the organizations do not assume any obligation other than on a purely voluntary, cooperative basis.

dupe

February 24, 1943

Dear Madam:

The Women's Advisory Committee of the Manpower Commission appreciates the enormous reservoir of strength and leadership in the women's organizations throughout the country. These organizations are greatly needed in developing the program of recruitment, training and greater utilization of skills of American women in the war effort.

We wish to invite the participation of these organizations in planning a program of cooperative effort. In order to establish official contact so badly needed, a brief statement on each organization is requested. This information will give us a sound, factual basis upon which to make plans.

Your immediate reply will be of great help to this committee.

Sincerely yours,

Margaret A. Hickey
Chairman, Women's Advisory Committee

COOPERATION WITH WOMEN'S ORGANIZATIONS

WAR MANPOWER COMMISSION

dupe

Organization _____

President _____

Executive Secretary _____

Will you please fill in the following information and return AS SOON AS POSSIBLE to the Women's Advisory Committee, War Manpower Commission, Washington, D.C.:

1. Membership of your Organization (No.) _____

2. Number of Units _____

3. Geographical Distribution of these Units _____

4. Leadership: Officers and Departmental Heads (No.) _____
Professional Paid Staff (No.) _____

5. Character of Membership: Average Age _____
Sex _____
Chief Occupations _____

_____

_____

6. Present Fields of Program Activity: _____

_____

7. Organizational facilities available for national, regional and local cooperation: _____

8. In which of these fields are you most interested?

Recruitment of Women _____
Training--Professional _____
Organizational _____
Industrial _____
Recreation _____
Child Care _____
Other Wartime Community Services _____

9. Suggestions of other ways in which you wish to cooperate: _____

_____

(Signed) Margaret A. Hickey, Chairman
Women's Advisory Committee

(If space for replies is insufficient, please attach supplementary sheets)

WMC - Women's Advisory Committee - March, 1943

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

AGENDA

March 17 and 18, 1943 - Room 5546 - 10:00 a.m.

1. Executive Session
2. Report of Chairman
3. Report of Executive Director, WMC, on Manpower Program
4. National Service Legislation
5. Report of Sub-committee on Community Services and Facilities
6. Report of Sub-committee on Agriculture
7. Report of Sub-committee on Public Relations
8. Progress report on women's enrollment campaign
9. Part-time Workers' Survey

W M C--W A C

MINUTES OF THE TENTH MEETING, MARCH 17, 1943

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Beatrice Gould
Miss Jennie Matyas
Mrs. Blanche Ralston

War Manpower Staff Present

Miss Verda Barnes
Miss Charlotte Carr
Miss Sophie Friedman
Miss Helen Greenblatt
Miss Thelma McKelvey
Miss Virginai Price
Miss Rhea Rhadin
Mrs. Louise Thompson

Children's Bureau Staff Present

Miss Katherine Lenroot
Miss Beatrice McConnel

SUMMARY
WRITER: EM, Minutes and Reports Section, OEM

Women's Advisory Committee

March 17, 1943

PURPOSE OF THE MEETING

The meeting convened with the committee in executive session. The proposed policy statement on plant and community facilities and services was the topic discussed on the first day of the meeting.

EXECUTIVE SESSION

Interim Report.--The committee was infomed by Miss Hickey of the action taken on recommendations made at the last meeting of the Women's Advisory Committee.

1. Alternates. -- Mr. McNutt has accepted the recommendation of the committee and will announce the selection of three alternates in the near future.
2. Questionnaire to women's organizations. -- The Bureau of the Budget feels that before a questionnair is sent out, a definite program should be formulated. It is felt that the material should be reconsidered so that information which has been received by other agencies will not be duplicated.
3. Utilization of older women. -- The Bureau of Program Planning is working on a survey now, compiling information that will show that older women in industry are satisfactory workers.
4. Agricultural-training program. -- The education adn training-for-farm work program is going forward. Informative material on the progress of this program will be sent to members of the committee.
5. National Service and other legislation. -- A letter from Mr. McNutt, read by Miss Hickey, advised that it would be

impracticable, and in some cases impossible, for him to get the views of the Women's Advisory Committee on legislative bills before he appears at hearings, since notice to appear is not given far enough in advance to permit this. Mr. McNutt did say, however, that recommendations on all matters are welcome, and he specifically asked for the committee's views on national service legislation now pending before the Military Affairs Committee.

Reports of Committee Members.-- Members of the committee who had attended meetings of other committees reported the proceedings.

1. FEPC Meeting.--At the request of Miss Hickey, Mrs. Bousfield represented the Women's Advisory Committee at the meeting of the Fair Employment Practices Committee. The Women's Advisory Committee had not dissussed either budget and personnel of the FEPC or the question of penal or administrative sanctions against discriminatory practices, she said. Negro organizations to which she belongs, she said, had discusssed these problems, and Mr. NcNutt had permitted her to advise the committee of their views.

.....

Proposed Policy Statement.--Members of the committee were given copies of a proposed policy statement on plant and community facilities and services, which had been prepard, Miss Hickey said, from policy views expressed by the committee at previous meetings. This statement, she added, was only a rough draft for the committee's uses in formulating a positive, dynamic recommendation for presentation to the Chairman as the policy statement of the Women Advisory Committee.

Miss Hickey read the statement, which said that satisfactory working and living conditions are a prerequisite for maximum worker productiveity; and that the obligation to insure these donditions rests not only upon management and labor and the individual communities, but also upon the Government. In order to effect the WMC's Program (a) to transfer workers to activities essention to the support of the war, (b) to use labor efficiently in war industries, and (c) to mobilize the nations' labor reservies, provision must be made for: (1) adquate working conditions within a community before labor is transferred from one industry to another; (2) adequate community and working facilities as a condition for transfer of workers into new areas; (3) In-plant and out-plant facilities to improve efficiency and decrease absenteeism; (4) meeting the special needs of labor reserves, i.c., women previously unemployed, minors under 18, and the physically handicapped. The amximum utilization of manpower will be insured by maintaining the health and promoting the efficiency of war workers. The WMC declares as a national policy that:

1. Facilities and servies in plants include:
    a. Adequate safety education adn safety appliances;
    b. Adequate provision for medical services and facilities;
    c. Adequate canteens and cafeterias in or accessible to plants; including provision for hot, well-balanced diet or at reasonable prices for all shifts;
    d. Scheduled rest periods during working hours and facilities for recreation before and after work in communities where such services are not available;
    e. Counselling and information services.

2. Facilities and services in the community include:

a. Adequate medical care and sanitary facilities;

b. Maintenance of existing resturants and expansion and/or adaptation where necessary;

c. Expansion and/or adaptation of schools and maintenance of an adequate, qualified teaching staff;

d. Facilities for recreation and relazation after work;

e. Adequate child-care services, including safe and healthy play areas;

f. Retention, expension, and/or adaptation of community services, such as laundry and shopping facilities to coincide with needs workers.

g. Information and reception centers to facilitate acclimatization of newcomers to a community.

Discussion.--The committee agreed that the proposed pdicy statement was comprehensive and clear. It was pointed out that the program asks that WMC undertake the responsibility for implementation. There was considerable discussion concerning the possible methods of executing the program and the extent of Government authority verses community direction.

Committee members were of the opinion that high standard are not impractical, although implementation of the policy will be difficult. In England, Miss Hickey said, industry must comply with the conditions set forth by the Government before war contracts are awarded. If this system were enforced in the United states, the attainment of the goal would not be impossible.

The expansion of community services was discussed at length.

.....

The expansion of the shopping-for-food problem, a member of the committee said, is more than a matter of hours.

.....

Miss McKelvey suggested that the committee make a public statement on "What is war work for women?" The glorification of simple jobs is very important at this time, a committee member maintained, and the committee should use every means of informaing women of community duties. The possibility of instigating an extensive, intensive publicity campaign, using the press and the radio, should be investigated, she said. With the concurrence of the committee, a statement on war work for women will be prepared within 2 weeks from the opinions expressed at the meeting.

The policy draft was analyzed and revisions were suggested and agreed upon. A motion was made, seconded, and passed unanimouly that the proposed policy statement be revised in accordance with the recommendations of the committee and submitted to the Chairman.

Copies of a draft of suggestions for development for the program on provision of plant and community facilities and services were distributed. The committee was requested to study the suggested program development and to be prepared to comment at the meeting on the following day.

* * * * * * * * * * *

WMC--WAC

MINUTES OF THE ELEVENTH MEETING, MARCH 18, 1943

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Beatrice Gould
Miss Jennie Matyas
Mrs. Blanche Ralston

War Manpower Staff Present

Lawrence A. Appley
Miss Charlotte Carr
Reginald Conley
Mrs. May Thompson Evans
Miss Sopie Friedman
Miss Helen Greenplatt
Miss Thelma McKelvey
Miss Martha Mooney
Miss Virginia Price
Miss Rhea Rhadin
Mrs. Louise Thompson

Present by Invitation

Mrs. Minnie Fischer Cunningham
Miss Mollie Flynn
Mrs. Julian Friant
Mr. R. W. Hudgens
Miss Beatrice McConnel
Mr. Paul Sifton
Mrs. Marion Willier

SUMMARY WRITER: EM, Minutes & Reports Section, OEM

Women's Advisory Committee
Summary

March 18, 1943-

PURPOSE OF THE MEETING

On the second day of the meeting, the Women's Advisory Committee discussed: (1) national service legislation: (2) agriculture and labor: (3) plant and community facilities and services: (4) the report on public relations: and (5) absenteeism. Mr. Appley addressed the committee on the policy and program of the War Manpower Commission.

.....

AGRICULTURE AND LABOR

At the last meeting, Miss Hickey indicated, it was decided that before any recommendations were made on the role of woemn in agriculture, representatives of agencies concerned with Agricultural problems should be invited to address the committee. The Women's Advisory Committee, Miss Hickey continued, recognized that agriculture is a war production industry, but it is conerned about legislative action unless there is a definite need which cannot otherwise be met. Representatives of agencies concerned with agricultural problems were told that the committee wanted information about need, supply, and policy to bring requirements and supply together.

Becuase of the tremendous amount of food the United States will have to produce to meet home demands and requirements of the Allies and liberated countries, Mrs. Friant said, women and children will have to replace the large number of men going into the armed services and industry.

.....

Mr. Judgens reported activities of the FSA in rehabilitating small farms and relocating farmers. Copies of a chart showing the classification of the Nation's farms and farmers according to copacity to produce were distributed. There are about 1,000,000 agricultural laborers available for relocation, it

was shown. The FSA has moved approximately 2,300 families to date, and by June will be moving about 2,000 persons a week. The desire of individual families determines the permanancy of relocation. There will be about 270,000 migratory agricultural workers available this year, but the Government will have to undertake transportation of this labor, since gas rationing precludes the use of "jalopies".

.....

If this labor could be redistributed, the extensive use of women for farm work would not be necessary. If relocation is restricted, however, use will have to be made of whatever labor is available.

.....

In response to Miss Hickey's question of how women can meet the seasonal demands in home areas, Mrs. Cunningham said that numerous women's organizations have been working in this direction since March 1943. Last summer women helped with the crops and supervised children who were working on the farms by the day. It would be effective, she said, if a unifying group would request women's organizations to remain active throughout the summer. Most groups have not coordinated the realization that action is necessary with individual action.

Miss Flynn reported that OCD, with the concurrence of the Department of Agriculture, has tried to organize agriculture committees in the States. The Department of Health and Welfare, USES, OCD, and the Department of Education are represented on the committees, which have been asked to publicize the need for labor and recruit workers. Letters have also been sent to 8,500 organizations Miss Flynn said, outlining the farm labor problem and requesting enlistment of State and local chapters in those areas where the Extension Service and the USES indicate the need. Miss Hickey

stated that the Women's Advisory Committee would keep in touch with the OCD so that there will be no duplication of effert.

There has been no time to organize a unifformed, legislatively recognized women's land army, Mrs. Friant informed the committee. Pending Congressional authorization, there has been recruitment by county through the USES, but when legislation is passed the FSA will provide transportation for migration. Farmers will pay the wages. The Crop Corps, Mrs. Friant said, will have insignia, as do the WAACS, WAVES, SPARS, and MARINE Auxiliaries.

The role of women in agriculture was discussed by the committee in executive session. Consideration was given to the suggestion made by Mrs. Cunningham that a unified group request women's organizations to remain active during the summer. It was agreed that any request would have to be carefully worded so as not to offend organizations which have been active in the past. The recommendation that the Women's Advisory Committee issue a statement requesting organizations to appoint agricultural committees was favorably received. These committees would organize groups of their members to work on famrs and to act in supervisory positions. The members of the committee were advised that a statement made by them could be released by the OWI. Copies of the press release could then be disseminated by OCD, since this agency has the only complete mailing list. A motion was passed that a statement be prepared for publication in accordance with the thinking of the committee.

PLANT AND COMMUNITY FACILITIES AND SERVICES

After synoptic discussion of the program for implementation of the policy statement adopted the day before, the committee concluded that recommending machinery for execution of the policy was not within the

province. It was decided, instead, to make a strong statement recommending the prompt implementation of the policy. Further suggestion was made that the statement be accompanied by a recommendation that if the program is accepted by WMC, the policy should be widely disseminated; if the program is not accepted, it should nevertheless be pulicized as the policy of the Women's Advisory Committee. A motion was passed to this effect.

.....

Program and Policy.-- Copies of the program and basic policies of the WMC were distributed to members of the committee. Mr. Appley explained that although the functions of advisory committees have not been defined, the Chairman depends upon the advice of these groups. He indicated that before long the Women's Advisory Committee would be asked for recommendations on specific problems.

.....

* * * * * * * * * * *

dupe

March 18, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO PROPOSED STATEMENT OF POLICY ON
PLANT AND COMMUNITY FACILITIES AND SERVICES

It is recommended

THAT, the policy proposed by the Women's Advisory Committee with respect to plant and community facilities become the policy of the War Manpower Commission; also that the statement of such policy be widely disseminated and that should the proposed policy not be accepted by the War Manpower Commission, it be publicized as an expression of the views of the Women's Advisory Committee.

March 18, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO MOBILIZATION OF MEMBERS OF WOMEN'S ORGANIZATIONS FOR SERVICE IN THE AGRICULTURAL FIELD

It was recommended

THAT, women's clubs and organizations, at the community levels, immediately appoint agricultural committees to:

(1) Obtain from the U. S. Employment Service or the County Agricultural Agent information as to the agricultural labor requirements in their respective localities;

(2) In those areas where agricultural labor is crucially needed, urge women from the club membership to accept agricultural employment on a seasonal, vacation, or full-time basis whenever and wherever possible; in club meetings, find out those willing to do farm work and the type of work they can do, and give this information to the local office of the United States Employment Service or the County Agricultural Agent;

(3) Urge women to aid in mobilizing young people for work on farms and provide from the club membership the names of those who can give supervision to assure for these young people proper transportation to and from work; working conditions not injurious to their health; and adequate meals and rest periods; and

(4) Urge those women of the organization membership, unable to accept farm employment, to volunteer their services to either the County Agricultural Agent or to the local office of the United States Employment Service to aid in mobilizing workers for agricultural employment; and

THAT, a statement with respect to the above be prepared for release to the Press and for distribution by the Office of Civilian Defense to women's organizations throughout the country.

Not a complete of The
Minutes –

complete set of originals
in files

WMC WAC

34

29th meeting March 21, 1943

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Miss Elizabeth Christman
Mrs. Baidie Orr Dunbar
Mrs. Lowell F. Hobart
Miss Eleanor Park
Mrs. Blanche Ralston

War Manpower Staff Present

Mr. Robert C. Goodwin
Mr. Francis L. McNamee
Miss Virginia Price

PURPOSE OF THE MEETING

During the morning of the second day the Committee met in executive session to hear the reports of Mr. Francis L. McNamee, Deputy Chairman, and Mr. Robert C. Goodwin, Executive Director of the Commission; and to consider (1) the question of re-submitting to the Chairman of the War Manpower Commission statement of principles to govern the dismissal of women from wartime jobs suggested by the Committee a year ago; and (2) the advisability of stimulating interest in the appointment of women to Management-Labor committees. The afternoon session was devoted to (1) consideration of "Suggested Information Program for the War Manpower Commission" discussed briefly by Mr. McNamee at the morning session; and (2) further consideration of the Committee's proposed postwar pamphlet.

REPORT OF THE DEPUTY CHAIRMAN

New Bedford Situation.--The war Manpower Commission, Mr. McNamee said, realizing the labor shortage in New Bedford last summer and then being abreast of the increasingly acute situation that was developing, did all the things there that had been done in other very tight labor markets.

A highly intensified recruitment campaign, in addition to ordinary recruitment drives, failed to procure sufficient workers to meet the required schedules of two tire cord factories. The same ceiling program (called 505) has been applied in Allentown, Philadelphia and Harrisburg, Pa.; Newark, N. J.; and many other spots throughout the country with success, but many more complications have been encountered in New Bedford than in other places . In the opinion of WMC, the ceiling program was put into effect in New Bedford only after following all procedures and after consultation with the Management-Labor Committee in the area, although the national Management-Labor Committee felt that there had not been adequate consultation.

Chairman McNutt had agreed, Mr. McNamee stated, that if the New Bedford community would submit an alternative plan to which AFL, CIO and management would all subscribe in writing, and if, in the judgment of WMC officials, the plan as submitted appeared sufficient to do the job, then the ceiling program would be lifted. Until such a plan is submitted, there is no alternative except to leave in the national plan that is in effect in other places.

Workers named to be transferred have all appealed, and the Management-Labor Committee, claiming that the procedure of installing the plan in New Bedford was irregular, has taken the position that it will not hear the appeals. (Question as to what would happen to the appeals of those workers, Mr. McNamee said they would have to be heard, anyway, by the Governor.)

Responsibilities of the Deputy Chairman.--Mr. McNamee reviewed briefly the responsibilities of the Deputy Chairman as the responsibilities have now been broken down. They are (1) public relations; (2) Congressional relationships; (3) inter-agency relationships; and (4) a closer scrutiny as to WMC organization - so to be assured of policy made in its proper place.

Public Relations.-- Mr. McNamee discussed the first draft of an information program, which he said would be pursued very aggressively and very enthusiastically, on a particular pattern that would not be a day-to-day type story plan. "It will be a magazine type campaign," he said, "and will have as its objective, immediately at leasst, what is to be told to the American public when this legislation goes through, if it does; as a secondary objective, the end of the European war; and its final objective, of course, the end of the whole war."

Practically all media would be used--motion pictures, radio, mazazines newspapers, and other auxiliary types of advertising, such as car cards, and maybe even stuffers in envelopes at times if the situation is sufficiently acute, in tight labor markets.

In Phila., Mr. McNameesaid, where workers are being transferred from less essential to essential industry, the program has received the full support of all the newspapers on a conditioning basis for a full week in advance of the time the program went into effect. This was done after it had been carefully worked out and planned with management and labor, unions and the Chamber of Commerce, all industrial organizations, so that everyone understood just why the program was necessary.

With respect to women workers, Mr. McNamee said it was not so much a matter of educating women to take jobs as it was to educate industry to accept women workers and to keep them.

REPORT OF THE EXECUTIVE DIRECTOR

Mr. Goodwin explained that he was primarily interested in operations and that the problem has become increasingly one of dealing with the womanpower part of it. First, there was the problem of getting more and more women in, and more recently there has been the problem of dealing with some of the policies on dismissal.

Mr. Goodwin was informed by the Committee that it had prepared a statement of principles to govern dismissal of women from wartime jobs and had transmitted the statement to the Bhairman of WMC about a year ago. Mr. Goodwin said he was not aware of this and promised to look the matter up.

DISMISSAL POLICIES FOR WOMEN WORKERS

After full discussion it was agreed to resubmit to Chairman McNutt the Committee's statement of principles to govern the dismissal of women from wartime jobs, with the request that it be given further consideration; and that copy of the statement be sent to Mr. Goodwin with the request that he use his influence with the WMC Chairman to obtain the implementation of the principles into procedure and policies.

PUBLIC MEMBERS ON AREA MANAGEMENT-LABOR COMMITTEES

Discussion centered around the composition of Mgt-Labor Committees in the areas. Management and labor are both represented, but women do not serve. It was felt that if public members could be added, then, of course, women would be appointed.

Further discussion was postponed on this subject until the afternoon session.

The meeting was recessed at 12:00 o'clock.

The Committee reconvened at 2:00 p.m.

SUGGESTED INFORMATION PROGRAM FOR THE WAR MANPOWER COMMISSION

After reading by the Committee Chairman of the Suggested Information Program for the War Manpower Commission, it was unanimously agreed by the Committee that Section 10-Labor Leaders - Business Organizations, Labor-Management Committees, etc. should provide for the dissemination of information to women's groups, along with local chambers of Commerce, Business Men's Associations, and other local bodies.

It was further agreed that copies of the suggested program would be sent to members of the sub-committee on public relations for written comment.

APPOINTMENT OF PUBLIC MEMBERS ON AREA MANAGEMENT-LABOR COMMITTEES

The Committee Chairman reviewed for the benefit of Miss Elisabeth Christman, who was not present at the morning session, a report on the activities of the Cleveland Womanpower Committee. The report, Miss Hickey stated, included a recommendation that the area manpower committees made up of representatives of labor and management be expanded to include public members, so that the whole community would have a chance to bring its thinking to bear on decisions. The Womanpower Committee in Cleveland has been representative of the community, but its relationships with management-labor have been very much the same as that experienced on the national level.

It was moved and seconded that the Committee go on record in favor of expanding the local committees to include public representatives.

NURSING SITUATION

Mr. Goodwin had promised to try to get someone from the professional procurement division to come to the afternoon session to discuss the nursing situation, but this turned out to be impossible on such hoart notice.

POST-WAR PAMPHLET

The remainder of the session was given over to further idscuss on of the proposed postwar pamphlet.

...

The meeting adjourned at 4:45 p.m.

Confidential dupe

Draft 6
March 22, 1943

PROPOSED POLICY STATEMENT ON PLANT AND COMMUNITY FACILITIES AND SERVICES

The war production program requires the effective mobilization and maximum utilization of the nation's manpower. Satisfactory working and living conditions in areas of labor concentration are essential in order to facilitate recruitment and employment and in order to promote maximum utilization of war workers. These workers include all those whose services are necessary for war production and for essential civilian services.

The facilities and services in the war production plants and in the adjacent community which are needed in order to insure satisfactory working and living conditions are those which keep the workers healthy, free from excessive mental strain and worry, and in condition to produce efficiently without interruptions caused by illness, household responsibilities and poor working and living conditions. The provision of these facilities and services will aid in induction and placement of new entrants into the labor force, assist in transfer of workers into war industries, increase worker productivity by improving his mental and physical condition, and decrease absenteeism and turnover which are often caused not only by unsatisfactory conditions in the plant, but by shortages and lacks in the community.

The responsibility for insuring satisfactory working and living conditions rests not only upon management and labor, and the individual communities concerned, but also upon the local government. To the extent that the government undertakes to influence and direct the flow of workers, its obligation to insure satisfactory working and living conditions is increased.

The program of the War Manpower Commission includes the transfer of workers to civilian activities essential to the support of the war, the efficient use of labor in war industries, and the mobilization of the nation's labor reserves. In order to effect this program, provision must be made for (1) adequate working conditions as an essential part of the planning for the transfer of labor from one industry to another within a community, (2) adequate community facilities and services as well as adequate working conditions as a condition for transfer of workers into new areas, (3) facilities and services both in the plant and in the community which will improve efficiency and enable workers to continue work without interruption due to absences and quits and (4) meeting the special needs of labor reserves such as women not previously employed, minors under 18, and the physically handicapped, so that their employment may be facilitated and their services fully utilized.

In order to insure the maximum utilization of manpower by maintaining the health and promoting the efficiency of war workers, both those in war plants and essential civilian services, the War Manpower Commission hereby declares as national policy that:

1. Facilities and Services in the Plants

   a. Adequate safety appliances and safety education be an essential part of the operation and program of every plant;

   b. Adequate provision be made for medical services and facilities for all war workers, including both first-aid and treatment facilities and necessary professional and technical personnel;

c. Adequate canteens and cafeterias be supplied in or accessible to industrial plants to provide well balanced meals at reasonable prices, for all shifts;

d. Time and facilities be provided for scheduled rest periods during working hours, and where community facilities are non-existant or inaccessible, facilities for recreation before and after work be provided near the plant;

e. Because of the entrance into the labor force of many new untrained and inexperienced workers, trained personnel counselors be provided to assist in the induction, integration and follow up of these workers, so that the proper morale will be established and maintained to insure planned production.

II. Facilities and Services in the Community

a. Adequate medical, dental, and nursing care, hospital facilities and sanitary facilities be provided in communities where there are workers in war production and essential civilian services;

b. Existing restaurants and eating facilities be maintained, expanded and/or adapted in communities where there are concentrations of war workers;

c. School facilities be expanded and/or adapted in areas where there has been an in-migration of war workers with their families and every effort be made to maintain an adequate number of qualified teachers to meet the needs of children.

d. To enable women with children under 14 to accept employment when they seek to be employed, adequate child care services and facilities be provided through nurseries, extended school programs, daily foster home placements, home maker services and safe and healthful play areas with supervisory personnel;

e. Adequate opportunities be provided for relaxation and for recreation after work;

f. Professional and commercial facilities and services be retained and adapted through branch facilities located near war plants, and supplemented through cooperative community effort so that they are adjusted to the hours and needs of war workers.

g. In order to assist workers who are unfamiliar with the community or with the work they are performing, provision be made for referral to existing community information and reception centers for assistance in planning the necessary adjustments in home responsibilities.

Greenblatt--WMC--2036

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

For Immediate Release
Tuesday, March 23, 1943 PM-4345

Miss Margaret Hickey, chairman of the Women's Advisory Committee of the War Manpower Commission, will sit as an observer with the newly appointed Management-Labor Policy Committee, Chairman Paul V. McNutt announced today. Miss Hickey has acted in a similar capacity with the 17-member Management-Labor Policy Committee which was replaced last Saturday by the new committee.

The Women's Advisory Committee was set up by Mr. McNutt on August 31, 1942, to consider and make recommendations on matters of major policy concerning the most effective use of women in the prosecution of the war. It will continue to function as it has functioned in the past. Members of the Women's Advisory Committee are:

Miss Ruth Allen, Austin, Texas;

Mrs. Harris T. Baldwin, Vice President, National League of Women Voters, Washington, D. C.;

Mrs. Dorothy Bellanca, Amalgamated Clothing Workers of America, New York, New York.

Miss Bess Bloodworth, Vice President in Charge of Personnel, The Namm Store, Brooklyn, New York;

Mrs. Maudelle Bousfield, Principal, Wendell Phillips High School, Chicago, Illinois;

Mrs. Saidie Orr Dunbar, Director, Oregon Tuberculosis Association, Portland, Oregon;

Mrs. Gladys Talbott Edwards, Director of Education, National Farmers Union, Denver, Colorado;

Mrs. Beatrice Gould, Ladies Home Journal, Philadelphia, Pennsylvania;

Mrs. Lowell Hobart, Past National President, American Legion Auxiliary, Cincinnati, Ohio;

Miss Jennie Matyas, International Ladies Garment Union, San Francisco, California;

Mrs. Blanche M. Ralston, Coahoma, Mississippi.

X-12307

Greenblatt--WMC--2036

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

For Immediate Release
Tuesday, March 23, 1943 PM-4345

Miss Margaret Hickey, chairman of the Women's Advisory Committee of the War Manpower Commission, will sit as an observer with the newly appointed Management-Labor Policy Committee, Chairman Paul V. McNutt announced today.

Miss Hickey has acted in a similar capacity with the 17-member Management-Labor Policy Committee which was replaced last Saturday by the new committee.

The Women's Advisory Committee was set up by Mr. McNutt on August 31, 1942, to consider and make recommendations on matters of major policy concerning the most effective use of women in the prosecution of the war. It will continue to function as it has functioned in the past. Members of the Women's Advisory Committee are:

Miss Ruth Allen, Austin, Texas;

Mrs. Harris T. Baldwin, Vice President, National League of Women Voters, Washington, D. C.;

Mrs. Dorothy Bellanca, Amalgamated Clothing Workers of America, New York, New York.

Miss Bess Bloodworth, Vice President in Charge of Personnel, The Namm Store, Brooklyn, New York;

Mrs. Maudelle Bousfield, Principal, Wendell Phillips High School, Chicago, Illinois;

Mrs. Saidie Orr Dunbar, Director, Oregon Tuberculosis Association, Portland, Oregon;

Mrs. Gladys Talbott Edwards, Director of Education, National Farmers Union, Denver, Colorado;

Mrs. Beatrice Gould, Ladies Home Journal, Philadelphia, Pennsylvania;

Mrs. Lowell Hobart, Past National President, American Legion Auxiliary, Cincinnati, Ohio;

Miss Jennie Matyas, International Ladies Garment Union, San Francisco, California;

Mrs. Blanche M. Ralston, Coahoma, Mississippi.

WMC – Women's Advisory Committee – April, 1943

OFFICE FOR EMERGENCY MANAGEMENT

WAR MANPOWER COMMISSION

WASHINGTON, D. C.

Chairman
PAUL V. McNUTT
FEDERAL SECURITY ADMINISTRATOR

April 3, 1943

WOMEN'S BUREAU
APR 5 1943
DEPARTMENT OF LABOR

Miss Mary Anderson
Director, Women's Bureau
U. S. Department of Labor
Washington, D. C.

Dear Miss Anderson:

The agenda for the next meeting of the Women's Committee is attached. The sessions will be held on April 14 and 15. The first day - April 14 - will be given over to presentation of information and discussion.

Knowing how busy you are, I realize how difficult it is for you to spend two days with us, but I do hope you can attend all morning and afternoon sessions on this first day, and we shall count on you for helpful contributions.

I cannot tell you how much I appreciate your interest, on which I have come to depend.

Most cordially yours,

Margaret A. Hickey
Chairman, Women's Advisory Committee

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

AGENDA

April 14 and 15, 1943 - Room 5440 Social Security Building

April 14 - Morning session, 10:00 o'clock; Afternoon session, 2:00 o'clock

1. Report of Chairman
2. Report of Sub-Committee on Community Facilities and Services
3. Report of Sub-Committee on Agriculture
4. Report of Sub-Committee on Public Relations
5. Consideration of Proposed Manpower Utilization Program
6. Consideration of Subject of Part-Time Workers

April 15 - Morning session, 10:00 o'clock; Afternoon session, 2:00 o'clock

Executive Sessions

DEPARTMENT OF LABOR
OFFICE OF THE SECRETARY
WASHINGTON

March 30, 1943

MEMORANDUM

To: Miss Anderson
Mrs. Beyer
Miss Lenroot

From: Mary LaDame

Attached is copy of revised Administrative Order No. 22 of the War Manpower Commission.

Although this is indicated as having become effective March 16, it only reached the Secretary's office today.

Attachment

WOMEN'S BUREAU
MAR 30 1943
DEPARTMENT OF LABOR

C
O
P
Y

Manual of Operations
WAR MANPOWER COMMISSION

Date: March 16, 1943 Title: IV
Page I of I Section: I.

DESIGNATION: Administrative Order No. 22 (Revised)
SUBJECT: Establishment of Women's Advisory Committee

By virtue of the authority vested in me as Chairman of the War Manpower Commission, the following order is promulgated for the guidance of all concerned:

1. There is hereby established in the Office of the Chairman of the War Manpower Commission a Women's Advisory Committee to be appointed by the Chairman of the War Manpower Commission and to be concerned with the most effective use of women in the prosecution of the war effort.

2. The chairman of this Committee shall be designated by the Chairman of the War Manpower Commission.

3. The chairman (or an alternate designated by the chairman of the Committee) shall serve as a representative of this Committee in maintaining a working relationship with the Management-Labor Policy Committee. Such representative shall sit with and participate in the discussions of the Management-Labor Policy Committee.

4. The Women's Advisory Committee is authorized to consider and recommend to the Chairman of the War Manpower Commission matters of major policy concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war. The Committee shall initiate studies and the formulation of policies, as well as consider those referred to it by the Chairman.

5. The Assistant to the Deputy Chairman of the War Manpower Commission shall participate with the Chairman in the presentation to the Committee of problems relating to the effective utilization of women in the prosecution of the war effort, and in receiving and considering the recommendations of the Committee, and shall, in the absence of the Chairman, act in his stead in placing problems or proposals before the Committee and in receiving the Committee's recommendations. The Assistant to the Deputy Chairman shall act as the Chairman's representative in providing the Committee with adequate staff assistance and other facilities essential to the carrying on of its activities.

Approved: (Signed) Paul M. McNutt Chairman
Effective date: March 16, 1943
Original filed in office of the Chief,
Procedure Division

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE TWELFTH MEETING, APRIL 14, 1943

10:00 a.m. to 12:30 p.m. and 2:00 p.m. to 5:15 p.m.

Room 5440, Social Security Building, Washington, D. C.

CHAIRMAN

Margaret A. Hickey Phil. Ladies' Home Journal

Committee Members Present

Mrs. Harris T. Baldwin — Wash. League of Women's
Miss Bess Bloodworth — WB
Mrs. Maudelle Bousfield
Miss Elizabeth Christman(Alternate)
Mrs. Sadie Orr Dunbar
Mrs. Beatrice Gould (Pres. Ladies Home Jl.
Mrs. Lowell F. Hobart / Defense-America
Miss Jennie Matyas
Mrs. Blanche M. Ralston

War Manpower Staff Present

Miss Verda Barnes
Miss Charlotte Carr
Mrs. Claire Belman
Miss Helen Greenblatt
Mrs. Eva Hansel
Miss Thelma McKelvey
Miss Virginia Price
Miss Rhea Rhadin
Miss Helen Ringe
Miss Marjorie Russell
Dr. Frank H. Sparks

By Special Invitation

Miss Mary Anderson
Miss Carnzu Clark(ODHW)

PURPOSE OF THE MEETING

The agenda for the first day of the meeting included the following topics: (1) consideration of the proposed manpower utilization program; (2) consideration of the problems incident to employment of part-time workers; (3) the report on interarea recruitment of nonagricultural workers; and (4) the proposed policy on seniority status of transferred workers.

INTRODUCTION

Miss Hickey welcomed Miss Christman to alternate membership on the committee. Miss Eleanor Park, personnel director of the Union Carbide Company of New York City, and Dr. Esther Cole Franklin of the American Association of University Women, who were also appointed as alternates, were unable to attend the meeting. Alternates are privileged to attend all meetings, Miss Hickey stated, but may vote only when a regular member is absent.

MANPOWER UTILIZATION PROGRAM

Dr. Sparks briefly outlined the organization and functions of the Bureau of Manpower Utilization and reviewed his experience in the Portland, Oregon, area.

Operation of the Bureau is decentralized, with utilization consultants attached to the staff of each regional Manpower Director. There are 75 full-time members of the Division of Industrial Consultants; 200 are required. The response of employers in the four staffed regions (1, 4, 7, and 8) has been encouraging and the staff has reported satisfactory experiences. The effectiveness of the Bureau will depend upon the ability of the staff to gain the confidence of employers through genuine cooperation without attempting to direct operations. Industrial consultants will attempt to determine the causes of poor utilization of labor and will recommend an action program of improvement. Employer implementation of suggested programs is voluntary. Consultants will avail themselves of records

and information in cooperation with WMC representatives and other agencies in the area so as not to duplicate efforts.

The Kaiser shipyards, Dr. Sparks reported, are large and constructed along modern lines of mass production. Raw materials are brought from their source to end use without any backtracking. In the Oregon yard, only the 10,000-ton Liberty vessel is built. In March, 17 ships were launched and 19 were delivered to the Government. Not long ago, with the same number of employees, 10 ships a month were constructed. Early launchings of the yard required more than the stipulated 500,000 man-hours; recent time has been about 300,000 man-hours.

The Vancouver yard is not as efficient because there has been a switch from Liberty ships to airplane carriers. The Swan Island Yard has also changed its model and is now building tankers.

Mr. Kaiser has made a tremendous contribution to the war effort, Dr. Sparks said, and he is willing to cooperate to achieve further labor utilization. He allowed his time and invited inspection of the grounds and reports. As a result of the conversations and survey, three general suggestions were offered:

1. Personnel is the biggest problem. The greatest weakness is the lack of coordination in supervision between the three yards. The rate of turnover has been high, but it includes transfers from one yard to another. It was the combined judgment of the WMC representatives and Mr. Kaiser that the personnel administration should be studied. The Bureau will assign a consultant to analyze the problem, making use of existing records and consulting with local officials, and will suggest solutions.
2. Miss Southhall has been requested to go to the area, and, in cooperation

with the other consultant, to study the problem of the thousands of women employed in the three yards. There is at present no rational distribution of women employees, no training program, and no supervision.

3. Additional personnel will be temporarily assigned to the Portland area to assist the Director.

Investigation of community facilities will be a function of the Bureau staff, Dr. Sparks said. In the Portland area, 55,000 additional housing units and 200 additional busses have been provided. Miss Southall will probably investigate further, he indicated. Because the staff is small, local part-time experts will be called upon for assistance. The Bureau will serve in an advisory capacity only, he reiterated, and itinerant consultants will be most helpful.

Activities will be coordinated so as not to duplicate the work being done by the Army, the Navy, and the Women's Bureau. There is a very close relationship between the labor utilization program and the training-in-industry program. It will be a responsibility of the industrial consultants to recommend employee training. Most of the effort of the Bureau staff will be directed towards in-plant improvements.

Dr. Sparks agreed with committee members that there should be no distinction made between qualified men and women. To release men, women should be used as specialists in occupational information services, Miss Hickey stated. A member of the committee objected to the reluctance of industrialists to hire trained women for administrative work. Women should also be hired, under Civil Service, for upper-bracket jobs, it was stated. Dr. Sparks concurred.

PART-TIME WORKERS

The WMC Bureau of Program Planning and Review has prepared reports on the "Review of experience in the use of part-time workers" and the "Problems incident to the employment of part-time workers." Copies of these reports were distributed.

Formulation of a policy is difficult, Mrs. Belman stated, because of the variety of problems which arise when part-time workers are considered. Diverse treatment must be accorded high-school students, mothers, and employed workers. A nurse working short hours in a doctor's office would be able to devote a few hours a day to hospital work, but a person doing strenuous work should take on no further employment. High-school students have to be given light work and their schedules have to be arranged so as not to interfere with school hours. Policies on the employment of youth are being followed in the part-time employment of students. Another problem, Mrs. Belman continued, is that the employment of part-time workers in free labor areas may tend to undercut wage rates, since part-time labor does not demand the same wage scale as full-time labor. For this reason, unions are opposed to the use of part-time employees in areas where full-time labor is available.

An advantageous use of part-time workers is illustrated by the critical labor area of Portland, Oregon, a committee member reported, where business men take 2 days a week for work in war plants. In unorganized or poorly organized plants in northeastern and southern shoe and textile industries, however, high-school children have been hired in preference to full-time female labor to save costs, Mrs. Belman said. Miss Ringe said that the Children's Bureau of the Office of Education, in cooperation with the USES,

has been working on the part-time employment of youth. The policy is to use all other available labor before hiring students. The Manpower Regional Director decides whether the labor shortage in the area is sufficiently acute to warrant the use of high-school students in planned programs.

Miss Anderson informed the committee that the Women's Bureau, also, is studying the problem of part-time employment and is preparing a proposed policy statement. A motion was made, seconded, and passed unanimously that action by the Women's Advisory Committee should be deferred pending completion of the study by the Women's Bureau.

INTERAREA RECRUITMENT OF NONAGRICULTURAL WORKERS

Copies were distributed of a confidential memorandum on the interarea recruitment of nonagricultural workers. The objectives of the program were stated as follows: (1) to provide for essential activities needed workers who cannot be supplied locally; (2) to prevent unnecessary labor migration and to facilitate necessary labor migration; and (3) to supplement and reinforce other aspects of the War Manpower Commission program. The program designated the USES as director of interarea movements of labor, required specific conditions as a prerequisite for interarea recruitment, provided for payment of transportation, and provided for necessary importation of foreign workers.

The purpose of the program, it was explained, is to halt independent recruiting outside of an area by requiring employers to hire employees through the USES. In areas where the employment stabilization program is established, certificates of availability would be required to assure allocation of labor to most essential plants. The matter of importing foreign labor was discussed. Importation has, in the past, endangered existing wage, living, and labor

standards, it was pointed out. Miss Hickey said that this program was merely proposed and that to date there has been no action taken to import labor for other than agricultural work. A committee member stated that the committee should emphasize that all available labor should be used before consideration is given to importing labor. Negroes and other minority groups should be utilized. She reported that some unions, especially skilled organizations, require members to sign a clause stating that they will not work beside a Negro. Another committee member recalled that many unions still refuse to accept women members except on an auxiliary basis.

There was general agreement that further discussion should be deferred until someone able to answer policy questions could address the committee.

SENIORITY STATUS OF TRANSFERRED WORKERS

Miss Hickey read the proposed policy statement on the seniority status of transferred workers which had been presented to the Management-Labor Policy Committee by WMC on April 8:

The President, on December 8, 1942 stated that the shifting of skilled labor to essential war industries could be encouraged by guaranteeing that employees could return to their peacetime work after the war without loss of their accumulated seniority rights. In order to facilitate voluntary transfer, the War Manpower Commission proposed as policy that: (1) all employers and their employees should develop voluntary arrangements to preserve the accumulated seniority status of workers who transfer to more essential work; and (2) in general, such arrangements should include the following points:

a. Seniority status of any worker whose transfer is certified by the WMC to be in the interest of the war effort should be preserved;

b. Status of workers who resign from jobs to which they transfer, if not in the best interests of the war effort, or of workers who are discharged with cause shall not be protected;

c. Seniority rights shall accumulate;

d. Application for reemployment with the original employer must be within an agreed time limit;

e. Unless the employer's circumstances make it impracticable, the worker should be restored upon reemployment to a position of the same status and pay as that to which he would have been entitled had he remained continuously in the same employment;

f. If a worker cannot be reemployed, he should be placed on the reemployment list in a position warranted by his accumulated seniority;

g. Employees serving in the armed services should receive the same consideration;

h. Consideration should be given, whenever practicable, to the protection of other job rights and privileges based on length of service; and

i. Where no formal agreement exists, consideration should be given, whenever practicable, to the protection of reemployment and other job rights and privileges based on length of service.

After considering the statement, the Management-Labor Policy Committee, Miss Hickey reported, had recommended that the draft of the statement be issued as an appeal by the WMC to employers, but that the provisions not be adopted as a policy of the Commission.

Members of the committee expressed the opinion that the appeal would be meaningless and that the statement would be effective only if it were

issued as a directive. A committee member stated that the phrase "whenever practicable" would cause dispute and confusion. Interpretation of the statement as written may even be dangerous to women and minority groups, it was pointed out. Designation of men and women, regardless of race, should be reiterated throughout the statement.

Publication of the statement will result in confusion, a committee member said, since the public, not realizing the voluntary nature of the program, will take it for granted that application will be general. Miss Greenblatt reported that a press release had been prepared for presentation to the Management-Labor Policy Committee. Miss Hickey stated that she would report the thinking of the women's Advisory Committee to the Policy Committee.

****

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THIRTEENTH MEETING, APRIL 15, 1943

10:00 a.m. to 12:20 p.m. and 2:00 p.m. to 4:00 p.m.

Room 5440, Social Security Building, Washington, D. C.

CHAIRMAN

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelle Blousfield
Miss Elizabeth Christman (Alternate)
Mrs. Sadie Orr Dunbar
Mrs. Beatrice Gould
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche M. Ralston (Presiding at Morning Session)

War Manpower Staff Present

Miss Charlotte Carr
Miss Helen Greenblatt
Mr. Emanual R. Lerner
Miss Thelma McKelvey
Miss Virginia Price
Miss Helen Ringo
Miss Marjorie Russell
Miss Sara Southall
Mrs. Louise Thompson
Dr. Robert C. Weaver

PURPOSE OF THE MEETING

On the second day of the meeting, the Women's Advisory Committee met in executive session. The agenda included reports on: (1) public relations; (2) the effectiveness of recent WMC and Presidential orders; (3) the United States Employment Service; (4) the employment of Negroes; (5) the war-job platform of women.

SUBCOMMITTEE REPORT ON PUBLIC RELATIONS

Women's Organizations.--Miss Bloodworth reported that Miss McKelvey had submitted a plan for working with women's organizations. The plan suggests that each community should set up a joint committee to work with local groups. Members of the local joint committees can then disseminate to their own groups the information which will be supplied by an appointee assigned to keep groups current. The joint committees will be advised where to obtain information and will be supplied with lists of WMC offices, labor-shortage areas, etc. A program should be formulated by the Women's Advisory Committee as a suggested guide for action by women's groups. It was pointed out that most organizations probably will accept the suggested plan as a special wartime job and will program it. These groups will also interpret the aims and assist in their promotion.

A more detailed statement of the proposed plan will be written up and sent to each member of the committee before the next meeting. Miss Bloodworth requested that suggestions and comments should be returned promptly to facilitate implementation.

A motion was passed to accept the plan and act upon it.

Representation of Women.--The Subcommittee on Public Relations reiterated its thinking that, in view of the reorganization taking place in the field,

women should be appointed as representatives to regional and area WMC committees on the same basis as men. This would mean, Miss Bloodworth explained, that qualified women would be appointed to represent management and labor, not in addition to, but on the same standard as men.

Miss Hickey reported the action taken by the Management-Labor Policy Committee on the previous recommendation by the Women's Advisory Committee. The organization of the regional committees is to follow the pattern of the newly reorganized national Committee, precluding women representatives. The committee was reminded that its chairman is merely an observer and has no vote on the national Management-Labor Policy Committee. A motion was made, seconded, and passed unanimously that a statement be presented to Mr. McNutt, requesting full membership status on the national Management-Labor Policy Committee for the chairman of the Women's Advisory Committee.

Consideration was also given to the advisability of further recommending that regional committees should be organized on the pattern of the national Women's Advisory Committee, the elected chairman to have full membership status on the regional management-labor committees. It was the consensus that this recommendation should be tabled.

WAR MANPOWER COMMISSION AND PRESIDENTIAL ORDERS

Effectiveness of the 48-Hour Week.--The 48-hour week became effective in 32 areas on April 1, Mr. Lerner said. It is too soon to judge results; at least 6 weeks will be necessary before an adequate appraisal can be made. Information which has been received, however, indicates that introduction of the program caused no large displacements and that its functioning is comparatively smooth. These reports may be unduly optimistic, since it is probable that

regional offices have not yet received complete information. Visits to employers will determine the effect of the order, but intermittent reports of difficulties will have to be relied upon for the present. Information on exemption requests is more complete because Washington is being called upon for interpretations. Mr. Lerner cited several examples of such requests:

1. A steel company in Buffalo asked for exemption on the basis of increased costs. It was also claimed that a 48-hour week would be impracticable because departments have to fit in with round-the-clock operations. To date, the regional director has not compelled compliance. The question was taken up with the Steel Division of WPB. The Division thinks there is some validity in the protestations of management, but that the problem presented would not be insurmountable if compliance would release labor.
2. Compliance by transportation industries presents a policy problem, since the place of employment cannot be determined.
3. Another problem is exemplified be actors, musicians, and standby crews employed by a broadcasting station. These employees habitually work only a few hours a day and receive compensation comparable to that received for a full week's work. Compliance with the 48-hour edict would be difficult.

The Commission, Mr. Lerner stated, is attempting to devise an industry pattern with principles agreeable to local industries. In answer to an inquiry, he stated that nonessential industries, where there is no need for a 48-hour week, are aligible for exemption.

There is a concerted move on the part of manufacturers and chambers of commerce to minimize labor requirements as reported on Form 270, Mr. Lerner said.

The selfish community interests are taking this action because WPB contract allocations are made on the basis of area labor supplies. In the past, it was stated, there was a tendency to overestimate labor needs. This movement can be counteracted, however, the committee was told, by checking the demands of prime contractors in negotiations with WPB procurement agencies.

"Essential" and "Nondeferrable" Lists.--Mr. Lerner summarized the effects of the WMC directives.

In July 1942 a list of essential industries was distributed to local Selective Service boards with instructions to use the list as a guide in granting occupational deferments. Issuance of the list was partially nullified by further instructions that other industries were to receive consideration as well. The period necessary to train a replacement was adopted as the criterion for essentiality. In November 1942 a list of essential occupations in essential industries was issued and distributed to Selective Service boards and to the USES. Following its publication, complaints were received that (a) Selective Service boards were not using the list, and (b) Selective Service boards were interpreting the list too literally. Under the decentralized operation, education of the local boards is difficult.

In February 1943 a list of nondeferrable occupations was issued, accompanied by a statement that all men of military age must transfer to essential work. Essential work, however, was not defined. As a result, many essential workers resigned to take jobs in war plants. No statement was made that men, unless engaged in a listed nonessential industry, should remain in their jobs. Neither was it made clear that a job as an unskilled laborer in an essential war industry would not be a guarantee of deferment. The public did not realize that most

industries are unclassified, but are necessary to civilian life.

Confusion was caused, Mr. Lerner concluded, because an attempt was made to emulate the drastic action taken abroad without analyzing the necessity and evolution which led to such procedure.

The Presidential "Hold-the-Line" Proclamation.--The "hold-the-line" edict is a drastic approach to a critical problem, Mr. Lerner said. Final decisions on implementation have not been formulated, but conferences are being held. The OPA, WLB, and WMC will have to act simultaneously, since uncoordinated action by one of these agencies may have serious consequences for the other two.

THE U. S. EMPLOYMENT SERVICE AND THE EMPLOYMENT OF WOMEN

The USES offices are operating on the principle of decentralization, Miss Ringe stated, and decisions are made by local and area offices. There are 1449 offices, most of them small. Only 48 have more than 50 employees, and 1,010 have less than 10. The procedure for obtaining information is not complete, but some data have been compiled by the national office.

Group 1 Areas.--Miss Ringe quoted figures indicating the increased employment of women in areas of labor shortage:

1. Detroit. In August 1942 there were 44,000 women workers; in February 1943, 107,000.
2. Buffalo. In January 1943, 23 percent of the 210,000 employees in Buffalo war industries were women. Since June 1942 there has been an increase from 11,900 to 41,000 women in 52 plants.

3. Evansville, Indiana. From July 1942 to January 1943 the number of women workers increased 450 percent; the total increase was 162 percent; and the number of men workers increased 117 percent.

Area Activities.--In New Britain, Connecticut, a campaign was promoted to recruit women by a house-to-house canvass. Selected war workers were trained by the USES to enlist idle women for war work. Industry paid the wages of the canvassing employees, despite the fact that solicitaion was not for individual companies. Names of volunteers were taken and submitted to the USES and candidates were called for interviews. About 1,500 women were recruited in this drive. The canvass had to be stopped in the wealthier neighborhoods because women were resentful; they thought their domestic help would leave.

In Cleveland, Miss Ringe continued, the WMC area director appointed a womanpower committee which promptly set up a Womanpower Center to recruit women for industry. This committee, members of which represent management, labor, the public, and educational, civic, social, civilian defense, and Government organizations, was also assigned the task of hearing women's appeals from decisions on certificates of availability. Miss Ringe offered to send copies of a report on the function of this committee to members of the Women's Advisory Committee.

Miss Carr reported that she had met with the Cleveland womanpower committee. The group has done fine work, she said, but meetings are attended by representatives of the press, which tends to make the committee a pressure group. Also, attendance by the press precludes discussion on policies not previously formulated. The performance of this committee, however, proves that women have a definite place in the WMC.

Discussion.--Employment of women, it was pointed out, is a community problem. There are still comparatively few areas where woman labor is being fully employed and until the field staffs are educated, women's place in war work will not be recognized.

EMPLOYMENT OF NEGROES

Although complications of fragmentary reports, analysis of form 270, and study of Census Bureau data are inadequate as a revelation of the complete Negro employment situation, Dr. Weaver told the committee, the available information indicates the trend and reflects the over-all picture. According to Census Bureau data, in April 1940 there were 1,300,000 unemployed colored workers, of whom 95 to 97 percent were Negroes. In January 1943 there were 200,000 unemployed Negroes. Dr. Weaver expressed the opinion that the 1943 figure is low and that there are about four times as many unemployed Negroes.

Although the increase in employment of Negroes is evident, the problem is still serious, since many Negroes are under employed; and in the South, Negro women are relegated to nonindustrial employment. Hundreds of thousands of Negro women have not been hired at all in tight labor areas, and hundreds of thousands of Negro men are being kept in unskilled jobs, even though many are semi-skilled laborers.

The greatest increase in employment has been in industries and occupations that have traditionally used Negro labor. The construction industry and the iron and steel industry were cited as examples. There has also been an appreciable increase in the use of Negro labor in the aircraft industry: in 1940 the estimated number of Negro employees in this industry was 240 or 4/10 of 1 percent; in 1942 there were between 30 and 35 thousand Negroes, or 3 percent of the total employees. A breakdown by industries indicates that Negro employment is lowest in those industries where most of the jobs are production jobs, semi-skilled and single-skilled, as contrasted to industries where most of the jobs are unskilled. It is also interesting to note, Dr. Weaver continued, that in industries which employ a large proportion of women, there is the least

concentration of Negroes.

The fact must be faced that traditional occupational patterns must be changed; new types of jobs must be made available for a new source of labor. In areas of labor shortage, every available worker, white or colored, can find employment; Negroes are being hired in new industries, but not fast enough. This, however, does not apply in the South, where Negroes are hired only as unskilled labor, except in traditional occupations. Southern Negro women are not being used in industry at all except as maids and unskilled workers.

In Region 3 (Pennsylvania, Delaware, and New Jersey) a survey of 117 identical plants reflects the trend, Dr. Weaver reported. From January to October 1942, Negro employees in these plants increased from 15,000 to 34,000, or from 4 to 7 percent of the total number of employees. The total labor increase was 17 percent; the increase of Negroes, 120 percent. In 85 of the 117 plants Negroes were used in production work, and 40 plants employed colored women. Investigation of the NYA training program in that area showed that of the 1,500 Negroes trained and placed by NYA in 1942, over 1,000 were female; 53 percent were machine operators, who went into 88 plants. The remainder received jobs in 115 plants; 13 percent went into Government establishments. Most of the 450 men placed were welders; last year it was impossible to find employment for a Negro welder in Region 3.

In Southern California a similar survey shows comparable results, the committee was told.

The greatest progress being made is concentrated in those few industries which have always employed Negroes, Dr. Weaver reiterated. Only on a local level will organizations set up by WMC to handle the problem be effective.

No superstructure can be effective unless regional and area offices recognize the problem and act to solve it.

A committee member expressed concern over the opposition of labor unions to the employment of Negroes, and inquired whether any progress has been made towards correcting this inequality. Dr. Weaver admitted that the picture is still discouraging, but he indicated that some progress has been made. The ritual provision of the Machinist's Union and the Boilermakers' Union, to admit only Caucasians to membership, has been lifted, and in some sections of the country Negroes are being admitted to full membership.

WAR JOB PLATFORM OF WOMEN

Copies of the draft of the proposed "War Job Platform of Women" were distributed. Miss McKelvey read the draft, which urges women to participate in the war effort and lists various services women can perform.

An objection was raised that the statement was too long to be a credo and too detailed to be a news item. It was pointed out that the statement was meant to serve as a basic platform for use by women's clubs. Miss McKelvey mentioned that the staff has hopes that some magazines would print the entire statement, even though the newspapers could not be expected to give much publicity to it. The suggestion was made that a sentence should be added to the statement to the effect that the Women's Advisory Committee is distressed at the number of idle women, but a committee member contended that it would be psychologically unsound since praise is more effective than censure.

Miss Greenblatt offered to write a brief press release and suggested that it might start by indicating that the Women's Advisory Committee is concerned because women have an idea that they can contribute only by working in a war plant. The fallacy of this promise could be pointed out and the suggested

activities briefly listed.

The committee agreed that this action would be desirable.

NEXT MEETING

In the absence of Miss Hickey, Mrs. Ralston will preside at the next meeting of the committee, May 12 and 13.

**** **** ****

April 15, 1943

RECOMMENDATIONS OF WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO REPRESENTATION ON MANAGEMENT-LABOR
POLICY COMMITTEE

WHEREAS, The constitution of the Management-Labor Policy Committee of the War Manpower Commission has been changed so that it seems to be no longer representative of management and labor in the sense that it was originally understood by this Committee, but is now representative of organizations instead, and

WHEREAS, There are sixteen million women employed in industry,

IT IS RECOMMENDED, That the Chairman of the Women's Advisory Committee, War Manpower Commission, be given full membership status on the Management-Labor Policy Committee.

April 14, 1943 dupe

RESOLUTION OF WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO PART-TIME WORKERS

WHEREAS, The Women's Bureau, U.S. Department of Labor, is now making a study of the question of part-time workers and has, at this time, a proposed policy statement in the process of preparation, and

WHEREAS, The proposed policy of the War Manpower Commission with respect to part-time workers is also in preparation,

RESOLVED, That the Women's Advisory Committee defer formulation of a statement with respect to policy pending completion of the above policy studies.

WMC - Women's Advisory Committee - May, 1943

War Manpower
Women's Adv

May 1, 1943

Miss Margaret A. Hickey, Chairman
Women's Advisory Committee
War Manpower Commission
Washington, D. C.

Dear Miss Hickey:

I shall be very glad indeed to come to the meeting of the Women's Advisory Committee on May 12th, and to take part at the afternoon session in the discussion of women in the post-war employment and readjustment.

I talked with Charlotte Carr over the telephone. I am preparing a resolution which I would like to present at your meeting, on the question of changing the hours so that stores might be open at the time when workers can shop. We are finding a great deal of opposition by the stores in the communities throughout the country to any suggestion of that kind, which makes it very hard for the workers, particularly the women, who have to do the shopping.

Sincerely yours,

Mary Anderson, Director

MA:IS

OFFICE FOR EMERGENCY MANAGEMENT

WAR MANPOWER COMMISSION

WASHINGTON, D. C.

Chairman
PAUL V. McNUTT

April 27, 1943

WOMEN'S BUREAU
APR 29 1943
DEPARTMENT OF LABOR

Miss Mary Anderson
Director, Women's Bureau
U. S. Department of Labor
Washington, D. C.

Dear Miss Anderson:

The next meeting of the Women's Advisory Committee has been scheduled for May 12th and 13th.

We hope very much that you can plan to be with us all of the first day. We are planning discussions on "Post-War Employment Readjustments" for the morning session and the subject of military and civilian demobilization of the more immediate present for the afternoon session. I should like very much to have you discuss the subject of demobilization with special reference to women and hope, therefore, that you will permit me to list you on the afternoon agenda. Others listed will include the heads of several War Manpower Commission bureaus.

With cordial good wishes,

Sincerely yours,

Margaret A. Hickey

Margaret A. Hickey, Chairman
Women's Advisory Committee

7 files

(Resolution
prepared for
presentation to
Women's Adv. Com.
to War Manpower
Commission)

WOMEN'S BUREAU
U. S. Department of Labor
Washington

War Man Power
Womens Bur

May 1, 1943

POLICY ON ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS.

Adult women workers have always had the responsibility of caring for their own personal needs and, in whole or part, for those of their families. Today 4½ million married women and 3 million widows, out of a total of 15 million women, are working for pay. Two million three hundred thousand have children under 16 years of age. In addition large numbers of single women workers have home making responsibilities for elderly parents or other relatives. Each day more home makers are drawn into the war production force. There are no other persons available to take over the household and personal duties of these workers; women workers must carry on their dual role of war worker and home maker. Practically all employed women must have time for access to community service facilities to meet personal needs.

The prevailing war work day is 8 hours, the work week 48 hours, with many plants working 10 and 12 hours a day. With war plants located beyond the outskirts of cities and towns, the time required to reach the place of work or the home adds materially to the length of the working day. The prevailing 48-hour week has eliminated the Saturday half holiday when most of the shopping, etc., was done. Attempts at purchasing at the close of the day are often fruitless, because stocks are exhausted or the store ready to close. Purchasing foods is a time-consuming task at any time of the day, both because of the foraging required and rationing. The result is that home makers working on the day shift must remain away from their war work in order to secure the necessary supplies and services for their personal and family needs. Such absenteeism is a disturbing factor in productivity.

In order that maximum efficiency may be given by women workers to war production, the War Manpower Commission hereby declares it essential that:

Food, clothing and other stores, banks, beauty salons, ration boards, and other personal service enterprises in war industry and war service areas keep open at least two nights a week to permit war workers within that area to conduct their necessary personal and family transactions;

That businesses adjust their hours of business to the working hours of the women engaged in war work without thereby lengthening the work day or work week of their own employees;

That other women than those employed in war jobs refrain from utilizing community services during these special night hours.

Women's Bureau
U. S. Department of Labor
Washington

Gen. File

May 1, 1943

POLICY ON ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS.

Adult women workers have always had the responsibility of caring for their own personal needs and frequently, in whole or part, for those of their families. Today 4-1/2 million married women and 3 million widows, out of a total of 15 million women, are working. Two million, three hundred thousand have children under 16 years of age. Each day more home makers are drawn into the war production force. There are no other persons available to take over the household and personal duties of these workers; women workers must carry on their dual role of war worker and home maker.

The prevailing war work day is 8 hours, the work week 48 hours. With many war plants located beyond the outskirts of cities and towns, the time required to reach the place of work or the home adds materially to the length of the working day. Attempts at purchasing at the close of the day are often fruitless, because stocks are exhausted or the store ready to close. Purchasing foods is a time-consuming task at any time of the day, both because of the foraging required and rationing. The result is that home makers working on the day shift must remain away from their war work in order to secure the necessary supplies and services for their personal and family needs. Such absenteeism is a disturbing factor in productivity.

In order that maximum efficiency may be given by women workers to war production, the War Manpower Commission hereby declares it essential that:

Food, clothing and other stores, bank, public utilities and other service companies in war production areas keep open at least two nights a week to permit war workers within that area to conduct their necessary personal and family transactions;

That businesses adjust their hours of business to the working hours of the women engaged in war work without thereby lengthening the work day or work week of their employees.

WOMEN'S BUREAU
U. S. Department of Labor
Washington

War Manpower

May 1, 1943

POLICY ON ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS.

Adult women workers have always had the responsibility of caring for their own personal needs and, in whole or part, for those of their families. Today 4½ million married women and 3 million widows, out of a total of 15 million women, are working for pay. Two million three hundred thousand have children under 16 years of age. In addition large numbers of single women workers have home making responsibilities for elderly parents or other relatives. Each day more home makers are drawn into the war production force. There are no other persons available to take over the household and personal duties of these workers; women workers must carry on their dual role of war worker and home maker. Practically all employed women must have time for access to community service facilities to meet personal needs.

The prevailing war work day is 8 hours, the work week 48 hours, with many plants working 10 and 12 hours a day. With war plants located beyond the outskirts of cities and towns, the time required to reach the place of work or the home adds materially to the length of the working day. The prevailing 48-hour week has eliminated the Saturday half holiday when most of the shopping, etc., was done. Attempts at purchasing at the close of the day are often fruitless, because stocks are exhausted or the store ready to close. Purchasing foods is a time-consuming task at any time of the day, both because of the foraging required and rationing. The result is that home makers working on the day shift must remain away from their war work in order to secure the necessary supplies and services for their personal and family needs. Such absenteeism is a disturbing factor in productivity.

In order that maximum efficiency may be given by women workers to war production, the War Manpower Commission hereby declares it essential that:

Food, clothing and other stores, banks, beauty salons, ration boards, and other personal service enterprises in war industry and war service areas keep open at least two nights a week to permit war workers within that area to conduct their necessary personal and family transactions;

That businesses adjust their hours of business to the working hours of the women engaged in war work without thereby lengthening the work day or work week of their own employees;

That other women than those employed in war jobs refrain from utilizing community services during these special night hours.

WOMEN'S BUREAU
U. S. Department of Labor
Washington

May 1, 1943

POLICY ON ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS.

Adult women workers have always had the responsibility of caring for their own personal needs and, in whole or part, for those of their families. Today 4½ million married women and 3 million widows, out of a total of 15 million women, are working for pay. Two million three hundred thousand have children under 16 years of age. In addition large numbers of single women workers have home making responsibilities for elderly parents or other relatives. Each day more home makers are drawn into the war production force. There are no other persons available to take over the household and personal duties of these workers; women workers must carry on their dual role of war worker and home maker. Practically all employed women must have time for access to community service facilities to meet personal needs.

The prevailing war work day is 8 hours, the work week 48 hours, with many plants working 10 and 12 hours a day. With war plants located beyond the outskirts of cities and towns, the time required to reach the place of work or the home adds materially to the length of the working day. The prevailing 48-hour week has eliminated the Saturday half holiday when most of the shopping, etc., was done. Attempts at purchasing at the close of the day are often fruitless, because stocks are exhausted or the store ready to close. Purchasing foods is a time-consuming task at any time of the day, both because of the foraging required and rationing. The result is that home makers working on the day shift must remain away from their war work in order to secure the necessary supplies and services for their personal and family needs. Such absenteeism is a disturbing factor in productivity.

In order that maximum efficiency may be given by women workers to war production, the War Manpower Commission hereby declares it essential that:

Food, clothing and other stores, banks, beauty salons, ration boards, and other personal service enterprises in war industry and war service areas keep open at least two nights a week to permit war workers within that area to conduct their necessary personal and family transactions;

That businesses adjust their hours of business to the working hours of the women engaged in war work without thereby lengthening the work day or work week of their own employees;

That other women than those employed in war jobs refrain from utilizing community services during these special night hours.

WOMEN'S BUREAU
U. S. Department of Labor
Washington

May 1, 1943

POLICY ON ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS.

Adult women workers have always had the responsibility of caring for their own personal needs and, in whole or part, for those of their families. Today 4½ million married women and 3 million widows, out of a total of 15 million women, are working for pay. Two million three hundred thousand have children under 16 years of age. In addition large numbers of single women workers have home making responsibilities for elderly parents or other relatives. Each day more home makers are drawn into the war production force. There are no other persons available to take over the household and personal duties of these workers; women workers must carry on their dual role of war worker and home maker. Practically all employed women must have time for access to community service facilities to meet personal needs.

The prevailing war work day is 8 hours, the work week 48 hours, with many plants working 10 and 12 hours a day. With war plants located beyond the outskirts of cities and towns, the time required to reach the place of work or the home adds materially to the length of the working day. The prevailing 48-hour week has eliminated the Saturday half holiday when most of the shopping, etc., was done. Attempts at purchasing at the close of the day are often fruitless, because stocks are exhausted or the store ready to close. Purchasing foods is a time-consuming task at any time of the day, both because of the foraging required and rationing. The result is that home makers working on the day shift must remain away from their war work in order to secure the necessary supplies and services for their personal and family needs. Such absenteeism is a disturbing factor in productivity.

In order that maximum efficiency may be given by women workers to war production, the War Manpower Commission hereby declares it essential that:

Food, clothing and other stores, banks, beauty salons, ration boards, and other personal service enterprises in war industry and war service areas keep open at least two nights a week to permit war workers within that area to conduct their necessary personal and family transactions;

That businesses adjust their hours of business to the working hours of the women engaged in war work without thereby lengthening the work day or work week of their own employees;

That other women than those employed in war jobs refrain from utilizing community services during these special night hours.

WOMEN'S BUREAU
MAY 5 - 1943
DEPARTMENT OF LABOR

TENTATIVE AGENDA - May 12, 1943 - 10:00 a.m.

Room 5545 - Social Security Building

"Post-War Employment Readjustments"

1. Chairman Paul V. McNutt
2. Arthur J. Altmeyer, Chairman, Social Security Board
3. Dr. Eveline Burns, National Resources Planning Board
4. Dr. Floyd W. Reeves, National Resources Planning Board

May 12, 1943 - 2:00 p.m.

1. Dr. William Haber, Director, Planning Service
2. Mr. O. D. Hollenbeck, Chief, Veterans Employment Service, Bureau of Placement - "Demobilization"
3. Dr. W. W. Charters, Director of Bureau of Training
4. Miss Mary Anderson, Director, Women's Bureau, U. S. Department of Labor

W M C--W A C

MINUTES OF THE FOURTEENTH MEETING, MAY 12, 1943

ACTING CHAIRMAN

Mrs. Blanche M. Ralston

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Miss Elizabeth Christman
Dr. Esther Cole Franklin
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Miss Jennie Matyas

War Manpower Staff Present

Mr. Lawrence Appley
Mrs. May Thompson Evans
Miss Helen Greenblatt
Dr. William Haber
Miss Marjorie Marshall
Chariman Paul V. McNutt
Miss Flora Orr
Miss Virginia Price
Miss Rea Rhadin
Miss Helen Ringe
Mrs. Rilla Schroeder

By Special Invitation

Miss Mary Anderson
Mr. James T. Brunot
Dr. Jane Clark Carey
Miss Elizabeth Johnston
Miss Mary Robinson
Miss Gay Shepperson
Mr. Charles P. Taft

SUMMARY WRITER: EM,Minutes & Reports Section, OEM

Women's Advisory Committee
Summary May 12, 1943

PURPOSE OF THE MEETING

The meeting convened with the Women's Advisory Committee in executive session, after which Government representatives spoke on the "hold-the-line" order, various problems concerning post-war planning, and the reorganization of the Federal Security Agency. A resolution, prepared by the Women's Bureau, on the adjustment of shop and services hours was submitted for consideration.

.....

Status of the Women's Advisory Committee.-- A committee member asked Mr. McNutt, who offered to answer questions, what action had been taken on the request of the committee that its chariman be given full membership status on the Management-Labor Policy Committee. Mr. McNutt explained that he had presented the recommendation to the members of the Management-Labor Policy Committee but had said nothing to influence their decision. The composition of the policy committee, he said, would cease to be representative and its function would cease to be advisory should its membership be influenced by him. It was unanimously decided, Mr. McNutt said, that the extension of full membership status to Miss Hickey would disturb the balance of the committee. Also, the committee would no longer be a true management-labor committee. Mr. McNutt assured the Women's Advisory Committee that he has never discriminated against the appointment of women and he stated that there would be no objection to women serving in the place of men. The Women's Advisory Committee, he said, has exactly the same status as the Management-Labor Policy Committee; the recommendations of both groups come directly to him. Both are advisory committees only and decisions are made by hime.

Committee members pointed out the indifference with which most of the recommendations of the Women's Advisory Committee have been met. The few suggestions which have been accepted as policy have not been enforced. A

member of the committee cited, as an example, that the recommendation of the committee on child-care was ignored. Lack of child-care facilities is a primary cause of absenteeism, and absenteeism offers further material for labor baiters, such as Rickenbacker, she said. Now, because the Government has done little to provide adquate child-care facilites, Kaiser is building three large nurseries which will be financed (One Million Dollars) by the Maritime Commission, on the basis of the cost-plus contract under which he operates. Each nursery will accommodate 500 children between the ages of 6 months and 6 years. All this was done despite the recommendation of the Women's Advisory Committee, which was accepted as a policy by the War Manpower Commission, that mothers of children under 14 years of age should not be employed until the supply of single women, minority groups, and mothers of older shildren has been exhausted. The committee had also expressed its disapproval of in-plant child-care facilities.

It was contended that the presence of women on the national and area manpower committee would facilitate implementation of national policies. The present status of the Women's Advisory Committee is ineffectual, it was maintained. Mr. McNutt assured the committee that its advice is valuable. He corrected the impression that recommendations made by the committee are submitted to the Management-Labor Policy Committee before he receives them, and he reiterated that the status of the two committees is identical. Mr. Appley explained that Miss Hickey's status on the policy committee is merely an academic issue and he stated that she has been influential in redirecting the thinking of the committee in several instances. There would be no objection, Mr. McNutt said, to the formation of area Women's Advisory Committees. He encouraged the committee to continue its work and thanked the members for their help.

.....

Women's Advisory Committee
Summary

May 12, 1943

POST-WAR PLANNING

Dr. Reeves briefly outlined a several post-war readjustment problems and invited the committee to submit to him suggestions pertaining to the problems of women in the post-war period.

The committee was addressed by Dr. Haber on the post-war demobilization of civilian workers and the armed forces. Participation in the war has, in the past 3 years, revolutionized the entire economy of the United States; 20 million people are working exclusively for the war. Planning a post-war program is a tremendous job. Any program devised for readjustment from a wartime to a peacetime economy must take into consideration the following problems.

.....

Recognizing that unemployed will not be tolerated by labor, management will be afraid that if industry does not adequately meet the situation, Government will do so by continuing to enforce war measure. Thus, Dr. Haber said, the Committee on Economic Development is stressing the necessity for immediate post-war planning by American industry.

Recognition is so slow that it is imperative to form policies now for conversion, demobilization, employment and unemployment, and the economic structure of the country. There is no time to lose. If hostilities ceased now, Dr. Haber stated, the resultant chaos would make the present confusion seem peaceful by comparison.

FEDERAL SECURITY AGENCY

Mr. Taft reviewed the organization of the Office of Defense Health and Welfare Services and its absorbtion into the Federal Security Agency as the Office of Community War Services and the Committee on Physical Fitness. Mr. Taft is Chairman of Community War Services.

Liaison men in the field, Mr. Taft explained, will assist area manpower directors and inform them of transportation, housing, and facilities problems in the communities. The field men will not attempt to do a technical survey, but they will know where to obtain information and how to follow up developments. If given authority by the manpower director, liaison men can organize corrective measures. The Offices of Cummunity War Services has no funds or personnel to implement organization in the field, but the Office of Price Administration and other agencies in the area can be approached and strongly urged to take the necessary action.

Committee members pointed out the ncessity for in-plant and out-plant services for employees. One member of the committee questioned the effectiveness of the Bamberger experiment in New Jersey. Twenty clerks take samples of household goods and food to a nearby large plant: orders are taken and the merchandise is delivered to the plant. Mr. Taft indicated that he had not heard of this plan but that he would investigate its operation and effectiveness. In answer to an inquiry, Mr. Taft stated that there are no single agencies concerned primarily with in-plant and out-plant facilities but that many agencies are concerned with the various problems. He advised the committee to break down its program on community facilities and services into segments--food, health, schools, recreation, transportation, housing, day-care, etc.--and to consult with the agency concerned with each problem. If each problem is considered separately, he said, implementation of the program may be facilitated.

Mr. Taft offered his assistance to the Women's Advisory Committee.

ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS

Copies of a policy statemtn, recommending the dovetailing of commercial establishments' hours with the hours of war workers, were distributed.

Miss Anderson explained the necessity for making community facilities available, and the committee gave examples of the hardships that war workers face. One member of the committee pointed out the difficulties of commercial establishments; some retailers would go out of business rather than comply with and order requiring them to remain open two nights a week, she said.

A motion was passed to refer the proposed policy statement to the Subcommittee on Community Facilities and Services.

* * * * * * * * * * * *

W M C--W A C

MINUTES OF THE FIFTEEN THMEETING, MAY 13, 1943

ACTING CHAIRMAN

Mrs. Blanche M. Ralston

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Miss Elizabeth Christman
Mrs. Maudelle Bousfield
Mrs. Aaidie Orr Dunbar
Dr. Esther Cole Franklin
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Eleanor Park

War Manpower Staff Present

Miss Helen Greenblatt
MissVirginia Price
Mrs. Rilla Schroeder

By Special Invitation

Mr. Arthur J. Altmeyer

SUMMARY WRITER: EM, Minutes and Reports Section, OEM

Women's Advisory Committee
Summary

May 13, 1943

PURPOSE OF THE MEETING

On the second day of the meeting, the Women's Advisory Committee met in executive session. Mr. Altmeyer spoke on social insurance and the chairman of the subcommittees submitted the reports of their groups.

.....

Members of the Women's Advisory Committee acknowledged the necessityfor the immediate inauguration of an adequate social security system. A suggestion was made that there should be an intensive publicity campaign to acquaint the public--especially women--with the significance of the social insurance program.

STATUS OF THE WOMEN'S ADVISORY COMMITTEE

Continuing the discussion of the preceding day on the status of the Women's Advisory Committee, one committee member reported that, in the absence of Miss Hickey, she had attended the previous meeting of the Management-Labor Policy Committee. Contrary to Mr. McNutt's assurance that the Women's Advisory Committee and the Management-Labor Policy Committee have identical status, she said, the Management-Labor Policy Committee has a real voice and is a vital part of the War Manpower Commission. WMC officials ask it for advice and for interpretations of orders. The suggestion was made that the Women's Advisory Committee should analyze its status and functions to determine its effectiveness. Committee members discussed various interpretations of the statement setting up the Women's Advisory Committee. It was decided that each member would define her interpretation of the function of the committee. These reports will be sent to Miss Hickey prior to the next meeting, when the matter will be dicussed further.

REPORT OF THE CHAIRMAN

Mrs. Ralston read Miss Hickey's report of the Women's Advisory Committee. The report reviewed the interim developments since the April meeting and recommended a course of action.

Women's Advisory Committee
Summary

May 13, 1943

Recommendations Made at the Previous Meeting.-- The two recommendations made at the last meeting, i.c., (a) with respect to part-time workers and (b) with respect to representation on the Management-Labor Policy Committee, were transmitted to Mr. McNutt. In respect to (b), Miss Hickey reported that she had had an interview with Mr. McNutt, during which he had reiterated that qualified women should be appointed. He had indicated, however, that he could not make changes in the present constituency of the Mangement-Labor Policy Committee by personal appointment. Nor can he change the membership of the committees now established on the regional and area levels. Mr. McNutt agreed, however, that future appointments could be influenced locally and regionally by pressure from interested groups and that active encouragement by the members of the Women's Advisory Committee, individually or collectively, to attain this end, would not amiss.

Miss Hickey also reported that she had been refused admittance to the emergency meeting of the Management-Labor Policy Committee on April 30.

Recommended Course of Action.-- Miss Hickey recommended that:

1. Through the press, the radio, and women's organizations, women throughout the country should be informed of the discriminatory attitude of the national Management-Labor Policy Committee toward participation of women in the making of major manpower policies.
2. Local and regional women should work through the press, the radio, and women's organizations to the end that appointments of women be made to regional and area manpower committees.
3. The members of the Women's Advisory Committee should use their influence with organizations and in their communities.
4. Special attention should be given to the report of the Public Relations Committee with reference to the cooperation of women's organizations on the total womanpower progress.

5. The agenda for the June meeting should give special attention to determining the present practices as compared with the policy recommendations of the Women's Advisory Committee.

Discussion on the Chairman's Report.--Taking into consideration previous discussion, the committee believed that further consideration should be delayed until the next meeting. In the interim, members of the committee will acquaint themselves with practices in their own communities in regard to policies which have been adopted.

SUBCOMMITTEE REPORT ON PUBLIC RELATIONS

Miss Bloodworth, chariman of the Subcommittee on Public Relations, read a proposed statement calling for active participation in the war effort by women's organizations through the adoption of programs closely related to Government programs. Representatives of all local women's organizations are asked to form an over-all local committee to determine working programs. The Women's Advisory Committee urges that these local committees, when formed, exert pressure to have women appointed to local manpower committees. Working programs should be drawn up at the local level, according to the requirements of the community. Information documents can be attached to the statement, Miss Bloodworth said, and the statment and documents can be sent to women's organizations, accompanied by a letter over Miss Hickey's Signature.

SUBCOMMITTEE ON POST-WAR PLANNING

Mrs. Gould, chariman, stated that the newly formed subcommittee had proper of a brief report but that, considering the lack of information, it questioned the wisdom of sending any recommendations to Dr. Reeves. After discussion, Mrs. Gould withdrew the report pending further study of post-war problems. A member of the subcommittee pointed out that the matter of terminology, it had been agreed, should be included in a letter to Dr. Reeves. The subcommittee's recommendation that the term "men and women" should be used in virtually all

sections of the Post-War Planning Commission's report, instead of "persons" or "employees", was approved by the committee. It was suggested that, if the report is already written, a footnote should be added to the effect that whenever "persons" or "employees" is written, the meaning should be interpreted as "men and women." It was further stated that the last paragraph of the subcommittee's report should not be withdrawn, but should be included in the letter. The right of women to continue working after the war must be recognized. The right of women to continue working must not be assumed that women are a reserve group to be used only during the war and that they are usurping a man's place if they want employment in the post-war world. This suggestion was approved by the committee. It was the consensus that Dr. Reeves should be advised of the existence of a permanent subcommittee to study post-war problems and that this subcommittee should receive a copy of the Post-War Planning Commission's report.

SUBCOMMITTEE ON COMMUNITY FACILITIES AND SERVICES

One of the first policies formed by the committee, Mrs. Dunbar recalled, was to discourage mothers of young children from working. Although this policy was adopted by the WMC and issued, there has been no enforcement. The Kaiser nurseries, which will set a pattern for the entire country, were planned without evidence that the supply of single women, minority groups, and mothers of older children had been exhausted. It was pointed out that the million-dollar appropriation by the Maritime Commission cannot be stopped, but that it may be possible to have supervision of the nurseries assigned to local child-care groups. A motion was made and passed that a wire should be sent to Miss Hickey, who is on the West Coast, advising her of the committee's concern over the Kaiser nurseries and suggesting that she consult with local authorities.

.....

* * * * * * * * * *

Post-war Planning

Problems: 5-12-43 ✓
5-13-43 ✓
10-29-43 ✓
12-2-43
12-3-43
2-16-44
4-11-44
4-12-44
6-15-44
10-11-44
10-12-44
1-16-45
1-17-45

Decimal palces: 3-21-45

May 13, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO INVITATION OF DR. FLOYD W. REEVES TO COMMITTEE TO SUBMIT TO HIM SUGGESTIONS PERTAINING TO EMPLOYMENT OF WOMEN IN POST-WAR PERIOD

The Women's Advisory Committee made the following Recommendation:

THAT, On the day following this meeting a letter be sent to Dr. Floyd W. Reeves, Chairman of the Post-War Manpower Conference, National Resources Planning Board, as follows:

(1) Suggesting that in virtually all sections of the Post-War planning report now in preparation, the term "men and women" be used in place of the word, "persons" or "employees" or similar terminology;

(2) Stating the Committee's feeling that Government and industry must not assume that women are a reserve group to be used for war employment only, or that women are usurping men's places if they continue to hold their jobs after the war is over; and

(3) Requesting the privilege of seeing the report when it is ready for review, before final printing.

May 12, 1943

dupe

MOTION OF THE WOMEN'S ADVISORY COMMITTEE
WITH RESPECT TO RECOMMENDATION OF WOMEN'S BUREAU
U. S. DEPARTMENT OF LABOR, RELATIVE TO ADJUSTMENT
OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO
HOURS OF WAR WORKERS

The following Motion was adopted:

THAT, the recommendation of Women's Bureau, U. S. Department of Labor, as to policy on adjustment of retail and service establishment hours to hours of War worker, be referred for consideration to the Sub-Committee on Community Facilities and Services.

WOMEN'S BUREAU
U. S. Department of Labor
Washington

May 1, 1943

POLICY ON ADJUSTMENT OF RETAIL AND SERVICE ESTABLISHMENT HOURS TO HOURS OF WAR WORKERS

Adult women workers have always have always had the responsibility of caring for their own personal needs and, in whole or part, for those of their families. Today 4½ million married women and 3 million widows, out of a total of 15 million women, are working for pay. Two million three hundred thousand have children under 16 years of age. In addition large numbers of single women workers have home making responsibilities for elderly parents or other relatives. Each day more home makers are drawn into the war production force. There are no other persons available to take over the household and personal duties of these workers; women workers must carry on their dual role of war worker and home maker. Practically all employed women must have time for access to community service facilities to meet personal needs.

The prevailing war work day is 8 hours, the work week 48 hours, with many plants working 10 and 12 hours a day. With war plants located beyond the outskirts of cities and towns, the time required to reach the place of work or the home adds materially to the length of the working day. The prevailing 48-hour week has eliminated the Saturday half holiday when most of the shopping, etc., was done. Attempts at purchasing at the close of the day are often fruitless, because stocks are exhausted or the store ready to close. Purchasing foods is a time-consuming task at any time of the day, both because of the foraging required and rationing. The result is that home makers working on the day shift must remain away from their

war work in order to secure the necessary supplies and services for their personal and family needs. Such absenteeism is a disturbing factor in productivity.

In order that maximum efficiency may be given by women workers to war production, the War Manpower Commission hereby declares it essential that:

Food, clothing and other stores, banks, beauty salons, ration boards, and other personal service enterprises in war industry and war service areas keep open at least two nights a week to permit war workers within that area to conduct their necessary personal and family transactions;

That businesses adjust their hours of business to the working hours of the women engaged in war work without thereby lengthening the work day or work week of their own employees;

That other women than those employed in war jobs refrain from utilizing community services during these special night hours.

May 13, 1943

dupe

RESOLUTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO RECOMMENDATIONS CONTAINED IN REPORT OF CHAIRMAN READ BY ACTING CHAIRMAN

Whereas, The report was written by the Chairman without knowledge of certain administrative changes that have occurred since its preparation; and,

Whereas, The Committee has at this time no definitely outlined plan for carrying out the recommendations; therefore

RESOLVED, That action be delayed on the recommendations until the June meeting, at which time the Chairman will be present to give the members the full benefit of her thinking with respect to the various points.

RESOLVED, That in the meantime, however, members make themselves individually responsible for gathering information as to practice in the field in comparison with recommendations heretofore made by the Committee to the Chairman of the War Manpower Commission.

May 13, 1943

all 22

Recommendation of Women's Advisory Committee With Respect to Analyzing Status and Functions

It was recommended -

THAT, The Women's Advisory Committee analyze its status and its functions to determine its effectiveness;

THAT, Each member give concrete thought to the matter of clarifying the Committee's responsibility as to (1) area of interest and (2) improvement of machinery;

THAT, Each member submit her suggestions to the Executive Secretary by June 1, 1943; and

THAT, The Executive Secretary extract, assemble, and prepare the suggestions in proper form for the consideration of the Chairman.

May 13, 1943

dyz

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO SUGGESTED PROGRAM OF CO-OPERATION OF WOMEN'S ORGANIZATIONS

It was recommended:

THAT, Suggested program of cooperation with women's organizations be redrafted by the Sub-Committee on Public Relations and that after official approval of the redraft, it be released to women's organizations.

dupe

May 13, 1943

MOTION WITH RESPECT TO LETTER TO ACCOMPANY
"THE WAR JOB PLATFORM OF AMERICAN WOMEN"

The following Motion was adopted:

THAT, Letter to accompany "The War Job Platform of American Women", as read by the Chairman of the Sub-Committee on Public Relations, be sent to women's organizations over the Chairman's signature.

WAR MANPOWER COMMISSION
WASHINGTON, D. C.

PAUL V. McNUTT
CHAIRMAN

Dear Madam:

The Women's Advisory Committee of the War Manpower Commission appreciates the enormous reservoir of strength and leadership in the women's organizations throughout the country. The Committee is also aware of the splendid cooperation that this leadership is giving in developing the program of recruitment, training and greater utilization of skills of American women in the war effort.

To this office constantly come letters and personal inquiries from women's groups, indicating the need for brief releases of material that can be used in organization magazines and bulletins. We hope, therefore, that you will be able to disseminate the attached statement, which we believe will help clarify for many their individual places in the war effort.

We shall appreciate very much hearing from you as to how you can use this material. Please also give us suggestions as to what further types of aid you would like from us. The Women's Advisory Committee considers it a special duty and privilege to assist you and your members in carrying forward our great mutual responsibility. Please call on us.

Sincerely yours,

Margaret A. Hickey, Chairman
Women's Advisory Committee

May 13, 1943

dupe

MOTION TO WIRE THE CHAIRMAN ON THE WEST COAST CONCERNING NURSERY SCHOOLS PLANNED AT KAISER PLANT, PORTLAND, OREGON

The following motion was adopted:

THAT, A telegram be sent to the Chairman, who is on the west coast, advising her of the Committee's concern over the plan to establish nursery schools just outside the fence of the Kaiser shipyards at Portland, Oregon; and suggesting that she consult with local authorities in an effort to prevent the carrying out of such plan.

W M C--W A C

MINUTES OF THE FIFTEEN TH MEETING, MAY 13, 1943

ACTING CHAIRMAN

Mrs. Blanche M. Ralston

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Miss Elizabeth Christman
Mrs. Maudelle Bousfield
Mrs. Aaidie Orr Dunbar
Dr. Esther Cole Franklin
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Eleanor Park

War Manpower Staff Present

Miss Helen Greenblatt
MissVirginia Price
Mrs. Rilla Schroeder

By Special Invitation

Mr. Arthur J. Altmeyer

SUMMARY WRITER: EM, Minutes and Reports Section, CEM

Women's Advisory Committee
Summary

May 13, 1943

PURPOSE OF THE MEETING

On the second day of the meeting, the Women's Advisory Committee met in executive session. Mr. Altmeyer spoke on social insurance and the chairman of the subcommittees submitted the reports of their groups.

.....

Members of the Women's Advisory Committee acknowledged the necessity for the immediate inauguration of an adequate social security system. A suggestion was made that there should be an intensive publicity campaign to acquaint the public--especially women--with the significance of the social insurance program.

STATUS OF THE WOMEN'S ADVISORY COMMITTEE

Continuing the discussion of the preceding day on the status of the Women's Advisory Committee, one committee member reported that, in the absence of Miss Hickey, she had attended the previous meeting of the Management-Labor Policy Committee. Contrary to Mr. McNutt's assurance that the Women's Advisory Committee and the Management-Labor Policy Committee have identical status, she said, the Management-Labor Policy Committee has a real voice and is a vital part of the War Manpower Commission. WMC officials ask it for advice and for interpretations of orders. The suggestion was made that the Women's Advisory Committee should analyze its status and functions to determine its effectiveness. Committee members discussed various interpretations of the statement setting up the Women's Advisory Committee. It was decided that each member would define her interpretation of the function of the committee. These reports will be sent to Miss Hickey prior to the next meeting, when the matter will be dicussed further.

REPORT OF THE CHAIRMAN

Mrs. Ralston read Miss Hickey's report of the Women's Advisory Committee. The report reviewed the interim developments since the April meeting and recommended a course of action.

Women's Advisory Committee
Summary

May 13, 1943

Recommendations Made at the Previous Meeting.-- The two recommendations made at the last meeting, i.e., (a) with respect to part-time workers and (b) with respect to representation on the Management-Labor Policy Committee, were transmitted to Mr. McNutt. In respect to (b), Miss Hickey reported that she had had an interview with Mr. McNutt, during which he had reiterated that qualified women should be appointed. He had indicated, however, that he could not make changes in the present constituency of the Mangement-Labor Policy Committee by personal appointment. Nor can he change the membership of the committees now established on the regional and area levels. Mr. McNutt agreed, however, that future appointments could be influenced locally and regionally by pressure from interested groups and that active encouragement by the members of the Women's Advisory Committee, individually or collectively, to attain this end, would not amiss.

Miss Hickey also reported that she had been refused admittance to the emergency meeting of the Management-Labor Policy Committee on April 30.

Recommended Course of Action.-- Miss Hickey recommended that:

1. Through the press, the radio, and women's organizations, women throughout the country should be informed of the discriminatory attitude of the national Management-Labor Policy Committee toward participation of women in the making of major manpower policies.
2. Local and regional women should work through the press, the radio, and women's organizations to the end that appointments of women be made to regional and area manpower committees.
3. The members of the Women's Advisory Committee should use their influence with organizations and in their communities.
4. Special attention should be given to the report of the Public Relations Committee with reference to the cooperation of women's organizations on the total womanpower progress.

5. The agenda for the June meeting should give special attention to determining the present practices as compared with the policy recommendations of the Women's Advisory Committee.

Discussion on the Chairman's Report.--Taking into consideration previous discussion, the committee believed that further consideration should be delayed until the next meeting. In the interim, members of the committee will acquaint themselves with practices in their own communities in regard to policies which have been adopted.

SUBCOMMITTEE REPORT ON PUBLIC RELATIONS

Miss Bloodworth, chariman of the Subcommittee on Public Relations, read a proposed statement calling for active participation in the war effort by women's organizations through the adoption of programs closely related to Government programs. Representatives of all local women's organizations are asked to form an over-all local committee to determine working programs. The Women's Advisory Committee urges that these local committees, when formed, exert pressure to have women appointed to local manpower committees. Working programs should be drawn up at the local level, according to the requirements of the community. Information documents can be attached to the statement, Miss Bloodworth said, and the statment and documents can be sent to women's organizations, accompanied by a letter over Miss Hickey's Signature.

SUBCOMMITTEE ON POST-WAR PLANNING

Mrs. Gould, chariman, stated that the newly formed subcommittee had proper of a brief report but that, considering the lack of information, it questioned the wisdom of sending any recommendations to Dr. Reeves. After discussion, Mrs. Gould withdrew the report pending further study of post-war problems. A member of the subcommittee pointed out that the matter of terminology, it had been agreed, should be included in a letter to Dr. Reeves. The subcommittee's recommendation that the term "men and women" should be used in virtually all

sections of the Post-War Planning Commission's report, instead of "persons" or "employees", was approved by the committee. It was suggested that, if the report is already written, a footnote should be added to the effect that whenever "persons" or "employees" is written, the meaning should be interpreted as "men and women." It was further stated that the last paragraph of the subcommittee's report should not be withdrawn, but should be included in the letter. The right of women to continue working after the war must be recognized. The right of women to continue working must not be assumed that women are a reserve group to be used only during the war and that they are usurping a man's place if they want employment in the post-war world. This suggestion was approved by the committee. It was the consensus that Dr. Reeves should be advised of the existence of a permanent subcommittee to study post-war problems and that this subcommittee should receive a copy of the Post-War Planning Commission's report.

SUBCOMMITTEE ON COMMUNITY FACILITIES AND SERVICES

One of the first policies formed by the committee, Mrs. Dunbar recalled, was to discourage mothers of young children from working. Although this policy was adopted by the WMC and issued, there has been no enforcement. The Kaiser nurseries, which will set a pattern for the entire country, were planned without evidence that the supply of single women, minority groups, and mothers of older children had been exhausted. It was pointed out that the million-dollar appropriation by the Maritime Commission cannot be stopped, but that it may be possible to have supervision of the nurseries assigned to local child-care groups. A motion was made and passed that a wire should be sent to Miss McKay, who is on the West Coast, advising her of the committee's concern over the Kaiser nurseries and suggesting that she consult with local authorities.

.....

* * * * * * * * * * *

WMC - Women's Advisory Committee - June, 1943

Files

Manpower
Adv Com
Women's Advisory
Committee

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

TENTATIVE AGENDA - JUNE 16 and 17, 1943

SOCIAL SECURITY BUILDING

June 16, 1943 - 10:00 a.m. - Room 5440 (Closed Session)

1. Executive Session

2. Lawrence Appley, Executive Director, WMC

3. Report of Committee Chairman

June 16, 1943 - 2:00 p.m. - Room 5440 (Open Meeting)

1. Eleanor Herrick, Director of Personnel, Todd Shipyards

2. Sara Southall, Consultant, Women's Program, WMC
Thelma McKelvey, Principal Assistant, Women's Program, WMC

June 17, 1943 - 10:00 a.m. - Room 5545 (Closed Sessions)

1. Report of Sub-Committee on Public Relations

2. Report of Sub-Committee on Community Facilities and Services

3. Report of Sub-Committee on Agriculture

4. Report of Sub-Committee on Post-War Planning

WOMEN'S BUREAU
JUN 8 - 1943
DEPARTMENT OF LABOR

June 16, 1943

dupe

RESOLUTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO LABOR UTILIZATION

WHEREAS, The induction problem is two-fold - (1) bringing into the industrial field workers - both men and women - who have never been there before, and (2) adjusting women to the job through the solution of special problems of new workers; and

WHEREAS, Since the efficient utilization of labor is necessary to the national welfare, it is felt that the Government should take the responsibility of assisting in the solution of the problems involved;

RESOLVED, That further consideration be given to ways in which the Women's Advisory Committee can assist in labor utilization and that suggestions be incorporated into the program requested by Mr. Lawrence A. Appley, care being taken to stress the fact that plans for labor utilization should be based on a survey of the whole community including the plant facilities rather than just of the plants involved.

Franklin June 17, 1943

dupe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PLAN FOR THE PARTICIPATION OF WOMEN'S ORGANIZATIONS AT THE LOCAL LEVEL IN THE MOBILIZATION OF WOMANPOWER

It was moved and adopted

THAT: The plan for the participation of women's organizations at the local level in the mobilization of womanpower, after the suggested revisions are made, be released to women's organizations without being brought before the Committee for further consideration; and

THAT: Since so many women's organizations have asked how they can help in the womanpower campaign, the covering letter to be signed by the Chairman of the Committee contain the words, "in response to your request."

Franklin June 17, 1943

dupe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PLAN FOR THE PARTICIPATION OF WOMEN'S ORGANIZATIONS AT THE LOCAL LEVEL IN THE MOBILIZATION OF WOMANPOWER

It was moved and adopted

THAT: The plan for the participation of women's organizations at the local level in the mobilization of womanpower, after the suggested revisions are made, be released to women's organizations without being brought before the Committee for further consideration; and

THAT: Since so many women's organizations have asked how they can help in the womanpower campaign, the covering letter to be signed by the Chairman of the Committee contain the words, "in response to your request."

W M C--W A C

MINUTES OF SIXTEENTH MEETING, JUNE 16, 1943

CHAIRMAN

Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Eleanor Park (Alternate)
Mrs. Blanche M. Ralston

War Manpower Staff Present

Mr. Lawrence A. Appley
Miss Lillian Alexander
Miss Charlotte Carr
Mrs. May Thompson Evans
Mrs. Eva Hansl
Miss Thelma McKelvey
Miss Virginia Price
Miss Rhea Radin
Miss Helen Ringe
Miss Sara Southall
Dr. Frank Sparks
Mrs. Louise Thompson

By Special Invitation

Dr. Jane Clark Carey
Mrs. Ellen S. Woodward

SUMMARY
WRITER: ARG, Minutes and Reports section, OEM

Women's Advisory Committee
Summary

June 16, 1943

PURPOSE OF THE MEETING

The first day's meeting convened with the Women's Advisory Committee inexecutive session to disucss the manpower situation in rural schools. Following that discussion, Mr. Appley spoke on the need for a women's program, and Miss Southall and Miss McKelvey presented a suggested program of plant utilization of women workers in the Kaiser Shipbuilding Corporation Yards.

.....

Although the War Manpower Commission has recognized the essentiality of teachers in elementary and secondary schools, many teachers are leaving their positions. An Office Of Education survey disclosed that more than 106,000 rural teachers left their jobs last spring and that at the beginning of the school year, September 1942, one position in every four in rural schools was a vacancy, in contrast to a ratio of one to ten in the cities. Many rural teachers resigned to join the armed services, to enter other fields of work, to take better paying positions in urban schools, to get married.

.....

Action Taken.--It was agreed that the suggested revisions should be sent to the Planning Committe for incorporation into a release; a motion was made and carried that the suggestion for action with regard to the problem of rural education be sent to women's organizations with a covering letter from Miss Hickey.

MR. APPLEY'S REMARKS

Recent Appointments.--Mr. Appley told the committee that Mr. Clint Golden has been appointed vice chairman of the War Manpower Commission and of the War Production Board in charge of Manpower Liaison. He will handle labor relations and provide a liaison between WMC and WMB on matters

pertaining to labor. Mr. Joe Keenan of the AFL was also appointed by WMB as a labor vice chairman, but Mr. Golden will represent both the CIO and the AFL for WMC. In his new position, Mr. Goldenwill also have the responsibility of working with the Women's Advisory Committee. Miss Charlotte Carr has been appointed to assist him in these duties.

Need for a Program.--Mr. Appley referred to the confusion concerning the purpose and functions of the Women's Advisory Committee which was apparent at the last meeting. He expressed the opinion that the Committee should be responsible for the formulation of a women's program for the war effort. He felt that perhaps suggicient consideration has not been given to the work being done by the Committee, and expressed the hope that it could be coordinated with all the efforts of the WMC. He stressed the need for a definite program and asked that the Committee compile information on all past recommendations and all contemplated work and present a program for his consideration.

Some of the problems confronting WMC On the West Coast, which were brought to Mr. Appley's attention on his recent trip through that region, are worthy of study by this Committee. In spite of their initial reluctance to use women workers, employers have been forced to turn to this now labor supply. A very real problem is presented, however, by absenteeism and turnover. Methods of keeping women on the job must be devised. Many went into war work from patriotic motives, as a temporary arrangement; now that a long war looms ahead they want to return to their home-making. Turnoveramong all employees is extremely high. The Mare Island Shipyard last year hired 26,000 workers, 90 per cent of which were women. Of this number, 5,500 are still employed there, 4,900 being women.

Committee members asked whether any relationship could be established between the turnover among women employees and the availability or lack of community facilites. An effort is being made to check this through exit interviews, but very little has yet been done to correlate these factors, Mr. Appley said. He agreed with Miss Hickey's suggestionthat a spot-check made in various sections of the country might be helpful in answering the two questions which arise with respect to absenteeism and turnover: (1) Whether "retooling" the community helps to persuade women to accept jobs, and (2) whether lack of community facilities causes women to stop working once they are on the job.

In response of a question about the availability of WMC statistical employees who could conduct a poll, Mr. Appley told the Committee that some employees and facilities are available at present through the USES. However, budget difficulties which the agency is experiencing and the cut made by the House Appropriations committee in the appropriation for USES will seriously handicap the WMC. The two reasons given for the cut are inconsistent: (1) Various industries are rapidly reaching peak employment, and (2) all available workers are so rapidly being absorbed that, regardless of the jobs available, the USES will not have registrants for them. It is feared that unless the Senate Appropriations Committee restores some of the funds taken from the budget by the House, mobilization of manpower on a voluntary basis will fail and a National Service Act will be necessary, Mr. Appley declared.

.....

UTILIZATION OF WOMEN WORKERS

Survey and Recommendations.-- Copies of "A Suggested Program of Plant Utilization of Women Workers in the Kaiser Shipbuilding Corporation Yards"

were distributed to the members. Miss Southall then outlined the events which led to the survey from which the program was formalated. She pointed out that Dr. Sparks was asked by Mr. Kaiser to make a study of conditions in the plant; information for the study was made available and the most considerate treatment was accorded to her and Miss McKelvey. The first few days were spent in getting a general picture of the shipyards, and then a first-hand investigation was made of all jobs. A detailed sutdy was also made of the induction procedure.

Prospective workers are met at the buses and taken to the employment offices, where they are registered. Since the Kaiser yard employs the greatest number of workers, most newcomers are sent to Kaiser's interviewers, who classify them into jobs and then shift them to the union which has jurisdiction over the job selected. At the union office they regester, pay their initiation fees and first month's dues,and receive a union card. They are then taken to the Kaiser offices, after which they are finger-printed. At this point they are sent to induction training classes, during which the counsellor spends about 5 minutes on women's problems, out of a 2-hour period. All other instruction is given both to men and owmen and is not slanted toward the needs of the woman worker, who is now to the industrial field as well as to shipbuilding.

Suggestions and criticisms were idscussed with plant officials and with Mr. Edgar Kaisor, and were received with an open-minded, cooperative attitude.

Miss Southall pointed out that the major problems are a result of the mushroom growth of the Kaiser organization. No central personnel policy has been developed, personnel matters being handled by foreman, who have

certain management authority but who are under the jurisdiction of the union also. The first recommendation made was than an over-all personnel department be established with women integrated through this department. One woman should be a first-line personnel officer and sit in on all staff meetings; assistant personnel officers should be stationed in the yards to handle problems of women workers. Mr. Kaiser felt that a centralized personnel office would distrub the direct personal relationship with which he conciders one of their assets. Action on this recommendation will require time, he believes, because it will have to be sold to employees and to the unions; it will not gain the desired results if imposed from above.

Other recommendations made included: (1) physical examinations for women as a placement technique; (2) the formulation of a definite policy regarding leave and working onditions during pregnancy; (3) establishment of a policy on special leaves to seee sons, husbands, or sweetharts on military leaves; (4) provisions for feeding of workers; (5) improvement of physical facilities; (6) instruction on work clothing for safety.

....

In response to a question from Mrs. Evans concerning the possiblity of women union members influencing the thinking of the unions on this point, a committee member reminded the group that unions are still largely a man's world. The influx of women is considered only a temporary phenomenon which will end with the termination of the war. However, she suggested that, if possible, Miss Carr arrange for Miss Hickey to discuss the position of the Women's Advisory Committee with representatives of the CIO, the AFL, and the Railroad Brotherhoods.

Absenteeism.-- Statistical information on the causes of absenteeism was very sketchy in the Kaiser yard. Sickness and fatigue appear to be

the most common causes. In this plant women work an 8-hour day for 7 days and then have a day off. At the end of the month they are given 2 days off in order to average a day off a week. The union people thought that there was greater absenteeism among women working this 7-day stretch than among those working a 6-day week with the seventh day free. Sunday was the highest day of absenteeism for both men and owmen, but absneteeism as a shole is one-third higher among women than among men.

Effect on Community.-- Miss McKelvey described the difficulties which have arisen becuase the Kaiser Plant has absorbed the whole labor market of women in the Portland area. Laundries are closing down for lack of help; they pay only 45 cents an hour in contract to 88 cents an hour for earners and 95 cents for experienced workers at the Kaiser yards. It is reported that there are 18,000 tons of unwashed linen in Portland. The vicious circle is complete when the failure of such services causes absenteeism among the women workers in the shipyards.

.....

One very bad feature in the Portland area, however, is the attitude of the townspeople toward the women who work in the shipyards. When the shipyard workers come into the town, dirty and tired after the day's work, they are scorned by the women of the community. The workers feel this attitude and resnet it. A public educational job is necessary to explain to the people of the community that these women are, in many instances, college women, from good families.

Miss Hickey described clubs which had been established by the Business and Progessional Women in one area to meet this situation. The clubs are designed especially for working women and provide a place where they can come after leaving the plant to clean up and change clothes before going

to the stores or to places of recreation. She expressed the hope and belief that this plan could be carried out in many communities to help solve the problem of isolation of newcomers from the established community.

Child Care.-- Absenteeism because of lack of child-care facilites was not important, Miss McKelvey said. Only 800 women with 1,200 children were involved in three yards.

.....

Conclusion.--A committee member declared that the induction problem is two-fold: (1) Bringing into the industrial field workers who have never been there before, both men and owmen; and (2) advocating women to the job through the solution of special problems of new workers. Since the efficient utilization of labor is necessary to the national welfare, it was felt that the Government should take the responsibility of assisting in the solution of the problems involved.

It was agreed that further consideration should be given to ways in which the Women's Advisory Committee can assist in labor utilization, and that suggestions should be incorporated into the program requested by Mr. Appley. Care will be taken to stress the fact that plans for labor utilization should be based on a survey of the whole community rather than just of the plants involved.

* * * * * * * * * * * * *

W M C--W A C

MINUTES OF SEVENTEENTH MEETING, JUNE 17, 1943

CHAIRMAN

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Miss Elizabeth Christman (Alternate)
Dr. Esther Cole Franklin (Alternate)
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Elenor Park (Alternate)
Mrs. Blanche M. Ralston

War Manpower Staff Present

Miss Thelma McKelvey
Miss Virginia Price
Miss Ara Southall

Summary
Writer: ARG,Minutes and Reports Section, OEM

Women's Advisory Committee
Summary

June 17, 1943

PURPOSE OF THE MEETING

On the morning of the second day, the Women's Advisory Committee met in closed executive session to discuss committee status. This session was not reported. The afternoon was given over to a discussion of program planning, suggested action on labor utiliation, and a report of the Sub-committee on Public Relations.

PROGRAM PLANNING

Some members questioned Mr. Appley's meaning when he asked for a "program" and felt that the committee would be exceeding its functions in attempting to formulate programs. However, it was determined to proceed on the assumption that what is desired is a plan of action to carry out the policy recommendations previously made and presently contemplated. It was felt that such a plan should be rather comprehensive and should include specific action to be taken to coordinate women's activities with the war effort and should coverall problems regarding the placement and utilization of women. In the meantime, Miss Hickey will discuss the matter further with Mr. Appley to preclude any misunderstanding.

Miss Hicky pointed out that a change from a policy-making to a program-making function may involve changes in the committee itself, since more calls will be made on members and more frequent meetings will undoubtedly be necessary. Furthermore, the Committee does not have a service unit of staff people to carry out the detailed operational work involved. It was agreed that these questions could be held for further discussion when work on the program has reached a stage where future developments can be more clearly visualized.

Women's Advisory Committee
Summary

June 17, 1943

.....

SUGGESTED ACTION ON LABOR UTILIZATION

In response to Miss Hickey's request, Miss Southall expressed the opinion that the Women's Advisory Committee could (1) make recommendations on the advisability of physical examinations for women; (2) advocate placing women in executive positions; (3) make suggestions for proper feeding of employees; (4) place emphasis on the need for community facilities to prevent absenteeism and turnover; (5) suggest that check-lists be formulated for the guidance of plant utilization technicians; (6) recommend training conferences with the field people so that uniform application of labor utilization principles will result; (7) recommend that utilization technicians in the USES follow up complaints from labor, watch Forms 270 to see which plants are losing people, where women are being employed, etc., and investigate conditions in a plant without waiting for an invitation when the replacement requests seem too high.

It was suggested that work on labor utilization be coordinated with the Department of Labor bureaus working on Standards. Regret was expressed that the local cooperation between WMC Regional Offices and the Women's Bureau of the Department of Labor does not extend to the national level. It was felt that the national WMC should endeavor to dicover what is being done by all agencies working on utilization in order to do a more effective job.

Miss McKelvey's offer to assist in the technical and organizational features of the program formulation was welcomed by committee members.

SUBCOMMITTEE REPORT ON PUBLIC RELATIONS

The report of the Subcommittee on Public Relations is a plan for the participation of women's organizations at the local level in the mobilization of woman power. It will be sent to national organizations, asking

them to develop programs for action in localities where there is great industrial and agricultural production. Miss Bloodworth, chairman of the Subcommittee on Public Relations, called attention to the expanded statement on community problems listed on page 4. A suggestion was made that banking and postal facilites for workers be added to the list.

A committee member suggested that more stress be placed on the fact that women's programs are needed only in special area. Miss Bloodworth replied that while the program should operate only in special areas, in her opinion Woman power Committees are needed in all areas; however, different emphasis could be placed on activities in critical and non-critical areas.

.....

Miss McKelvey suggested that WMC field offices be informed of the plan to request that participation of women's organizations so that they will cooperate with local groups. The time involved in clearance with field offices, however, makes it impracticable to send the plan to them first. It was decided that the plan should go out to women's organizations with a letter over Miss Hickey's signature as originally propsed and that Mr. Appley should be requested to send a copy to the field offices as a matter of information. This plan will, of course, be cleared for policy and cleared through the information service before being released.

PUBLICITY ON WOMANPOWER

Committee members criticized the type of publicity which has been issued on the subject of woman power and felt that any publicity on this subject should be considered by the Women's Advisory Committee before being released. When WMC had a Public Relations Division and Committee

examined contemplated publicity and criticized the "advertising agency" quality of the appeal suggested. Before a policy could be established, however, the functions of the Public Relations Division were absorbed by the Office of War Information. A particular bulletin on "Womanpower," which begins with the premise that "Womanpower is a headach," was disapproved by theWMC, but has now been issued by the OWI and made on woman power, not sponsored by the WMC but by the Chamber of Commerce or some other local organization in a community. Many of the campaings to induce women to enter war work have used glamorous, patriotic appeals instead of trying to condition women to the new type of work. As soon as the reality was faced, the women thus persuaded have left the jobs. The Committee was of the opinion that this type of publicity is of no real value.

A motion was passed that the Chairman report to Mr. Appley the conditions now existing through the failure of OWI to clear publicity on womanpower with WMC, and request that steps be taken to reestablish well-defined clearance channels.

FUTURE MEETINGS

Several members suggested that the Committee be convened only when its advice is needed. If the Committee is to have a more active function in the WMC it may be necessary to call meetings much more frequently than has been the policy. Whenever possible, background material will be send to members in advance so that problems can be studied before the meetings. Matters demanding immediate action may arise, however, precluding the possibility of sending advance agenda. It was admitted that transportation from the West Coast will be a problem for some of the members. But it was felt that by tackling current problems immediately, the Committee will be a more vital factor than is possible under the present practice of meeting once a month.

June 17, 1943

RESOLUTION REPRESENTING UNANIMOUS AGREEMENT OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO LIAISON STAFF ASSISTANCE.

WHEREAS, The membership of the Women's Advisory Committee is representative of Management, Labor and the general public; and

WHEREAS, Liaison contact through the Office of the Vice Chairman in charge of Labor Relations, and the assignment of the Assistant to the Vice Chairman in charge of Labor Relations, as liaison officer for the Women's Advisory Committee, tends to limit the activities of the Women's Advisory Committee to Labor Relations and to separate the Committee from the total War Manpower Commission program and operations; and

WHEREAS, The Women's Advisory Committee believes that such liaison officer should be in touch with the whole War Manpower Commission program and be so administratively placed as to relate the work of the Women's Advisory Committee to the Office of Labor Relations, the Bureau of Program Requirements, the Bureau of Manpower Utilization, the Bureau of Placement, the Bureau of Training, and other branches of the Commission that may now exist or may hereafter be established;

RESOLVED, That the Chairman of the War Manpower Commission be requested to make available such liaison assistance as will tie in directly with the Office of the Chairman and that the designated liaison officer be granted direct contact with the Office of the Chairman and/or the Office of the Executive Director and Deputy Chairman of the Commission.

June 17, 1943 dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO FORMULATION OF A TENTATIVE WOMEN'S PROGRAM

It was recommended

THAT: The Chairman of the Women's Advisory Committee, together with Washington members of the Committee, and with the assistance of staff members, formulate a tentative program for presentation to Mr. Lawrence A. Appley, sending copies of suggested program to members of the Committee for their approval.

dupe

June 17, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO FUTURE MEETINGS OF THE COMMITTEE

It was recommended

THAT: Meetings of the Women's Advisory Committee be held only when definite problems are referred to the Committee for consideration by the Chairman of the War Manpower Commission, or, when, in the opinion of the Chairman of the Committee, the members should be called together in an emergency for consideration (whether requested by the Chairman of the War Manpower Commission or not) of matters of special concern to the Committee.

Ralston June 17, 1943

RESOLUTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO DISCONTINUANCE OF SUB-COMMITTEE ON AGRICULTURE

dupe

WHEREAS, ALL problems on agriculture, including recruitment for agricultural work, are now the concern of the War Food Administration; and

WHEREAS, The Women's Advisory Committee is unable to influence policy with respect to the employment of women in the agricultural field;

RESOLVED, That the Sub-Committee on Agriculture be dissolved until such time as its reconstitution appears desirable to meet any future problems that may arise.

Bloodworth June 17, 1943

MOTION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO MANPOWER RESPONSIBILITY FOR CLEARANCE OF RELEASES, CAMPAIGNS AND OTHER PUBLIC INFORMATION MATERIALS REGARDING RECRUITMENT OF WOMEN

It was moved and adopted

THAT: A request be directed to Mr. Lawrence A. Appley for the re-establishment of War Manpower Commission responsibility and clearance channels with the Office of War Information so that releases, campaigns and other public information materials will be consistent with War Manpower Commission policies on recruitment of women.

Bloodworth June 17, 1943

dupe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO APPOINTMENT OF CHAIRMAN OF SUB-COMMITTEE ON POST-WAR PLANNING TO FILL THE VACANCY CAUSED BY THE RESIGNATION OF MRS. BEATRICE GOULD

It was moved and adopted

THAT: The Chairman of the Women's Advisory Committee appoint Dr. Esther Cole Franklin to succeed Mrs. Beatrice Gould as Chairman of the Sub-Committee on Post-War Planning.

Matyas June 17, 1943

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO APPOINTMENT OF DR. ESTHER COLE FRANKLIN TO FULL MEMBERSHIP STATUS TO FILL THE VACANCY LEFT BY THE RESIGNATION OF MISS RUTH ALLEN

It was moved and adopted

THAT: The Chairman of the Women's Advisory Committee recommend to the Chairman of the War Manpower Commission the appointment of Dr. Esther Cole Franklin to full membership status to fill the vacancy left by the resignation of Miss Ruth Allen.

Bloodworth June 17, 1943 copy

MOTION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO AMENDMENT TO ADMINISTRATIVE ORDER NO. 22 (REVISED)

It was moved and adopted

THAT: The Chairman of the War Manpower Commission be requested to take under consideration the matter of clarification of Paragraph 4 of Administrative Order No. 22 (Revised); and

THAT: Said paragraph 4 of Administrative Order No. 22 (Revised) be amended by inserting between the first sentence ending with the word "war" and the second sentence beginning with the words, "The Committee", the following sentence: "Since any major policy concerning manpower must affect the problems of women, such major manpower policies as are proposed will be referred to the Women's Advisory Committee for its advice and counsel."

NOTE: Paragraph 4 of Administrative Order No. 22 (Revised) will then read as follows:

4. The Women's Advisory Committee is authorised to consider and recommend to the Chairman of the War Manpower Commission matters of major policy concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war. Since any major policy concerning manpower must affect the problems of women, such major policies as are proposed will be referred to the Women's Advisory Committee for its advice and counsel. The Committee shall initiate studies and the formulation of policies, as well as consider those referred to it by the Chairman.

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE OF WAR MANPOWER COMMISSION REGARDING PHYSICAL EXAMINATIONS FOR SHIPYARD EMPLOYEES

The Women's Advisory Committee of the War Manpower Commission, at its meeting on June 16, 1943, unanimously recommended that the Chairman of the War Manpower Commission be requested to address a letter to the Shipbuilding Stabilization Committee of the War Production Board requesting that this Committee take up at its next zone meeting and subsequent zone meetings the imperative need for physical examinations to be given to all shipyard workers, particularly to women shipyard workers, to insure proper placement of these workers, particularly women workers. The Women's Advisory Committee respectfully points out the urgent necessity that physical examinations to insure proper placement of workers, particularly women workers, be incorporated as a zone standard in each shipbuilding zone.

RESOLUTION OF WOMEN'S ADVISORY COMMITTEE OF WAR MANPOWER COMMISSION REGARDING PROVISION OF PHYSICAL EXAMINATIONS FOR WOMEN SHIPYARD EMPLOYEES

With reference to physical examinations to insure proper placement of women shipyard employees, the Women's Advisory Committee of the War Manpower Commission unanimously passed the following resolution, which it requests the Chairman of the War Manpower Commission to transmit to the Shipbuilding Stabilization Committee of the War Production Board:

WHEREAS, approximately 65,000 women are now employed in shipyards throughout the nation and many thousands more women will be employed in shipyards throughout the nation; and

WHEREAS, many shipyard occupations are hazardous, both from the physical and health standpoint, and women are being placed in hazardous occupations and the health and welfare of these women require the minimum safeguard which physical examinations as a placement procedure provide; and

WHEREAS, the tradition of this country has been to provide minimum standards of health and safety to workers; and

WHEREAS, the physical and health hazards of shipbuilding occupations will be particularly dangerous to women because of their previous inexperience in this industry;

BE IT THEREFORE RESOLVED THAT

Physical examinations be given to each woman shipyard employee to insure proper placement of these women employees; and

Periodic check examinations be given women in occupations potentially hazardous to themselves and others; and

Periodic check examinations be given women in jobs in which there may be health hazards; and

Special examinations be given periodically to women working in occupations which subject them to possibilities of occupational diseases.

June 16, 1943

Bloodworth June 16, 1943

dupe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO CRITICAL SITUATION IN RURAL SCHOOLS RESULTING FROM GROWING SHORTAGE OF TEACHERS

It was moved and adopted

THAT: The Women's Advisory Committee call to the attention of women's groups the growing shortage of teachers in rural schools and urge them to lend their assistance toward averting a critical situation during the coming school year.

Matyas June 16, 1943

RESOLUTION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO FORMULATION OF MEMORANDUM TO THE CHAIRMAN CALLING ATTENTION TO WAR MANPOWER COMMISSION POLICY ON THE PROVISION FOR CHILD CARE FACILITIES

WHEREAS, The War Manpower Commission statement, of policy on the provision for child care facilities, amended January 13, 1943, states that, "Such facilities are to be developed as community projects and not under the auspices of individual employers or employer groups;" and

WHEREAS, The Women's Advisory Committee feels that this policy is a very sound one, since it is only through developing community projects that all existing resources can be utilized, and that child care services do not become limited to the employees of one particular plant; and

WHEREAS, Mr. Kaiser is requesting funds both through the Maritime Commission as an additional cost in his contract and through the Federal Works Agency under Lanham Act appropriations for a day care project for children of women employed in his Portland shipyards; and

WHEREAS, The Women's Advisory Committee feels that by supporting this project, the War Manpower Commission would place itself in the position of recommending employer sponsorship and of preventing the development of coordinated day care programs, as opposed to War Manpower Commission policy statement of January 13, 1943;

RESOLVED, That with the help of Miss Carr and Miss Radin, a memorandum be drafted and sent to the Chairman, calling his attention to the facts with respect to the day care project proposed by Mr. Kaiser for the children of the women employed in his Portland shipyards, and urging the Chairman to emphasize the War Manpower Commission policy statement of January 13, 1943.

Schroeder - WMC-2036

RM
BN - JAS
MEP - H
MC

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

For Immediate Release
Monday, June 28, 1943

PM-4409

More than a third of the total number of persons employed in May were 45 years of age or older, Paul V. McNutt, chairman of the War Manpower Commission, said today. He added that the steady rise in employment among older workers indicates that employers are losing their prejudice against this group and learning to value their experience and "steadiness".

He explained that of the total of 51.2 million persons employed in April of this year, about 37 percent, or 18.8 millions, were of the older group.

"The increased use of older workers", Mr. McNutt said, "is not restricted to industries and occupations which traditionally employed older people, but includes all vital war industries and essential civilian services. Workers laid off or retired as beyond the age limit have been reemployed eagerly by employers who investigate productivity and health records rather than birth dates. The skill, experience and judgment of these older men and women have proven invaluable in plants flooded by green workers".

However, Mr. McNutt added, the older worker must be utilized even more effectively if the 1943 labor requirements of essential industries are to be met.

Older women, he explained, are not being employed as rapidly as older men. Although the employment of older women has increased the figures still represent less than one-fifth of all older women in the country.

"Among employed women, the percentage of those aged 45 or over," Mr. McNutt pointed out, "has remained constant, something around 22 or 23 percent. This is not surprising considering the great numbers of younger women who have entered the labor market, but it still indicates poor utilization of a very valuable source of labor supply.

"Restrictive hiring specifications," said Mr. McNutt, "still constitute a major barrier to the utilization of older women. As our labor supply dwindles it is becoming increasingly necessary to disregard the age factor in recruiting labor. Older workers, both men and women, but more especially women, suffer from a conviction on the part of some employers that years bring less efficiency and higher injury rates and absenteeism. The contrary is true."

As a basis for effecting the fullest utilization of our older manpower supply, Mr. McNutt urged that:

1. Jobs be filled on the basis of individual ability to perform, regardless of age, and that, therefore, maximum hiring age limits which bar many qualified workers be eliminated.

2. Older women be given equal consideration with men for employment, on the basis of individual ability to perform the job.

3. No worker be automatically retired or dismissed on reaching a specified age.

X-17378

without regard to continuing usefulness either at his regular job or at a less exacting one if necessary.

4. Older workers who are eligible for retirement benefits be encouraged to remain at their jobs wherever possible.

5. Older workers be actively recruited in areas of labor shortage along with all other labor resources; provided, however, that employment opportunities for older workers are known to exist.

6. Qualified older persons who are available for employment be absorbed before recourse is had to unnecessary immigration or to less readily available labor resources.

7. Older persons not available for full-time work be used wherever possible for part-time work, where the acuteness of labor shortage warrants use of part-time workers.

8. Maximum age limits for acceptance in war training courses be eliminated in favor of realistic appraisal of the capacities of the individual applicant, wherever placement opportunities exist.

9. Arbitrary upper age limits be eliminated in determining eligibility for public vocational rehabilitation services.

10. Equal wage rates be paid for equal work regardless of age.

11. Special consideration be given by employers to the health and safety of older workers whose physical condition may require extra safeguards.

W M C--W A C

MINUTES OF SIXTEENTH MEETING, JUNE 16, 1943

CHAIRMAN

Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Eleanor Park (Alternate)
Mrs. Blanche M. Ralston

War Manpower Staff Present

Mr. Lawrence A. Appley
Miss Lillian Alexander
Miss Charlotte Carr
Mrs. May Thompson Evans
Mrs. Eva Hansl
Miss Thelma McKelvey
Miss Virginia Price
Miss Rhea Radin
Miss Helen Ringo
Miss Sara Southall
Dr. Frank Sparks
Mrs. Louise Thompson

By Special Invitation

Dr. Jane Clark Carey
Mrs. Ellen S. Woodward

SUMMARY
WRITER: ABG, Minutes and Reports section, CHM

Women's Advisory Committee
Summary

June 16, 1943

PURPOSE OF THE MEETING

The first day's meeting convened with the Women's Advisory Committee inexecutive session to disucss the manpower situation in rural schools. Following that discussion, Mr. Appley spoke on the need for a women's program, and Miss Southall and Miss McKelvey presented a suggested program of plant utilization of women workers in the Kaiser Shipbuilding Corporation Yards.

.....

Although the War Manpower Commission has recognized the essentiality of teachers in elementary and secondary schools, many teachers are leaving their positions. An Office Of Education survey disclosed that more than 106,000 rural teachers left their jobs last spring and that at the beginning of the school year, September 1942, one position in every four in rural schools was a vacancy, in contrast to a ratio of one to ten in the cities. Many rural teachers resigned to join the armed services, to enter other fields of work, to take better paying positions in urban schools, to get married.

.....

Action Taken.--It was agreed that the suggested revisions should be sent to the Planning Committe for incorporation into a release; a motion was made and carried that the suggestion for action with regard to the problem of rural education be sent to women's organizations with a covering letter from Miss Hickey.

MR. APPLEY'S REMARKS

Recent Appointments.--Mr. Appley told the committee that Mr. Clint Goldent has been appointed vice chairman of the War Manpower Commission and of the War Production Board in charge of Manpower Liaison. He will handle labor relations and provide a liaison between WMC and WMB on matters

pertaining to labor. Mr. Joe Keenan of the AFL was also appointed by WMB as a labor vice chairman, but Mr. Golden will represent both the CIO and the AFL for WMC. In his new position, Mr. Goldenwill also have the responsibility of working with the Women's Advisory Committee. Miss Charlotte Carr has been appointed to assist him in these duties.

Need for a Program.--Mr. Appley referred to the confusion concerning the purpose and functions of the Women's Advisory Committee which was apparent at the last meeting. He expressed the opinion that the Committee should be responsible for the formulation of a women's program for the war effort. He felt that perhaps suggicient consideration has not been given to the work being done by the Committee, and expressed the hope that it could be coordinated with all the efforts of the WMC. He stressed the need for a definite program and asked that the Committee compile information on all past recommendations and all contemplated work and present a program for his consideration.

Some of the problems confronting WMC On the West Coast, which were brought to Mr. Appley's attention on his recent trip through that region, are worthy of study by this Committee. In spite of their initial reluctance to use women workers, employers have been forced to turn to this new labor supply. A very real problem is presented, however, by absenteeism and turnover. Methods of keeping women on the job must be devised. Many went into war work from patriotic motives, as a temporary arrangement; now that a long war looms ahead they want to return to their home-making. Turnoveramong all employees is extremely high. The Mare Island Shipyard last year hired 26,000 workers, 90 per cent of which were women. Of this number, 5,500 are still employed there, 4,900 being women.

Committee members asked whether any relationship could be established between the turnover among women employees and the availability or lack of community facilites. An effort is being made to check this through exit interviews, but very little has yet been done to correlate these factors, Mr. Appley said. He agreed with Miss Mickey's suggestionthat a spot-check made in various sections of the country might be helpful in answering the two questions which arise with respect to absenteeism and turnover: (1) Whether "retooling" the community helps to persuade women to accept jobs, and (2) whether lack of community facilities causes women to stop working once they are on the job.

In response of a question about the availability of WMC statistical employees who could conduct a poll, Mr. Appley told the Committee that some employees and facilities are available at present through the USES. However, budget difficulties which the agency is experiencing and the cut made by the House Appropriations committee in the appropriation for USES will seriously handicap the WMC. The two reasons given for the cut are inconsistent: (1) Various industries are rapidly reaching peak employment, and (2) all available workers are so rapidly being absorbed that, regardless of the jobs available, the USES will not have registrants for them. It is feared that unless the Senate Appropriations Committee restores some of the funds taken from the budget by the House, mobilization of manpower on a voluntary basis will fail and a National Service Act will be necessary, Mr. Appley declared.

.....

UTILIZATION OF WOMEN WORKERS

Survey and Recommendations.-- Copies of "A Suggested Program of Plant Utilization of Women Workers in the Kaiser Shipbuilding Corporation Yards"

were distributed to the members. Miss Southall then outlined the events which led to the survey from which the program was formulated. She pointed out that Dr. Sparks was asked by Mr. Kaiser to make a study of conditions in the plant; information for the study was made available and the most considerate treatment was accorded to her and Miss McKelvey. The first few days were spent in getting a general picture of the shipyards, and then a first-hand investigation was made of all jobs. A detailed sutdy was also made of the induction procedure.

Prospective workers are met at the buses and taken to the employment offices, where they are registered. Since the Kaiser yard employs the greatest number of workers, most newcomers are sent to Kaiser's interviewers, who classify them into jobs and then shift them to the union which has jurisdiction over the job selected. At the union office they regester, pay their initiation fees and first month's dues,and receive a union card. They are then taken to the Kaiser offices, after which they are finger-printed. At this point they are sent to induction training classes, during which the counsellor spends about 5 minutes on women's problems, out of a 2-hour period. All other instruction is given both to men and women and is not slanted toward the needs of the woman worker, who is now to the industrial field as well as to shipbuilding.

Suggestions and criticisms were idscussed with plant officials and with Mr. Edgar Kaiser, and were received with an open-minded, cooperative attitude.

Miss Southall pointed out that the major problems are a result of the mushroom growth of the Kaiser organization. No central personnel policy has been developed, personnel matters being handled by foreman, who have

certain management authority but who are under the jurisdiction of the union also. The first recommendation made was than an over-all personnel department be established with women integrated through this department. One woman should be a first-line personnel officer and sit in on all staff meetings; assistant personnel officers should be stationed in the yards to handle problems of women workers. Mr. Kaiser felt that a centralized personnel office would distrub the direct personal relationship with which he considers one of their assets. Action on this recommendation will require time, he believes, because it will have to be sold to employees and to the unions; it will not gain the desired results if imposed from above.

Other recommendations made included: (1) physical examinations for women as a placement technique; (2) the formulation of a definite policy regarding leave and working conditions during pregnancy; (3) establishment of a policy on special leaves to see sons, husbands, or sweethearts on military leaves; (4) provisions for feeding of workers; (5) improvement of physical facilities; (6) instruction on work clothing for safety.

....

In response to a question from Mrs. Evans concerning the possiblity of women union members influencing the thinking of the unions on this point, a committee member reminded the group that unions are still largely a man's world. The influx of women is considered only a temporary phenomenon which will end with the termination of the war. However, she suggested that, if possible, Miss Carr arrange for Miss Hickey to discuss the position of the Women's Advisory Committee with representatives of the CIO, the AFL, and the Railroad Brotherhoods.

Absenteeism.-- Statistical information on the causes of absenteeism was very sketchy in the Kaiser yard. Sickness and fatigue appear to be

the most common causes. In this plant women work an 8-hour day for 7 days and then have a day off. At the end of the month they are given 2 days off in order to average a day off a week. The union people thought that there was greater absenteeism among women working this 7-day stretch than among those working a 6-day week with the seventh day free. Sunday was the highest day of absenteeism for both men and women, but absenteeism as a shole is one-third higher among women than among men.

Effect on Community.-- Miss McKelvey described the difficulties which have arisen because the Kaiser Plant has absorbed the whole labor market of women in the Portland area. Laundries are closing down for lack of help; they pay only 43 cents an hour in contract to 88 cents an hour for shirners and 93 cents for experienced workers at the Kaiser yards. It is reported that there are 18,000 tons of unwashed linen in Portland. The vicious circle is complete when the failure of such services causes absenteeism among the women workers in the shipyards.

... .

One very bad feature in the Portland area, however, is the attitude of the townspeople toward the women who work in the shipyards. When the shipyard workers come into the town, dirty and tired after the day's work, they are scorned by the women of the community. The workers feel this attitude and resnet it. A public educational job is necessary to explain to the people of the community that these women are, in many instances, college women, from good families.

Miss Hickey described clubs which had been established by the Business and Progessional Women in one area to meet this situation. The clubs are designed especially for working women and provide a place where they can come after leaving the plant to clean up and change clothes before going

to the stores or to places of recreation. She expressed the hope and belief that this plan could be carried out in many communities to help solve the problem of isolation of newcomers from the established community.

Child Care.-- Absenteeism because of lack of child-care facilites was not important, Miss McKelvey said. Only 800 women with 1,200 children were involved in three yards.

.....

Conclusion.--A committee member declared that the induction problem is two-fold: (1) Bringing into the industrial field workers who have never been there before, both men and women; and (2) advocating women to the job through the solution of special problems of new workers. Since the efficient utilization of labor is necessary to the national welfare, it was felt that the Government should take the responsibility of assisting in the solution of the problems involved.

It was agreed that further consideration should be given to ways in which the Women's Advisory Committee can assist in labor utilization, and that suggestions should be incorporated into the program requested by Mr. Appley. Care will be taken to stress the fact that plans for labor utilization should be based on a survey of the whole community rather than just of the plants involved.

* * * * * * * * * * * * *

WMC - Women's Advisory Committee - July, 1943

0-1042 nebu-st-pd-vp

ROUTE SLIP

(Fold here)

WAR MANPOWER COMMISSION

Date 7/7

To: Miss Hickey

Remarks:

Herewith Statement approved by Supvr. Service today. Two copies sent to your St. Louis Office. Photostatic to Madge Walker, W.S.E.S.

From: Virginia S.

Approved by Information 7/7

For Release to Newspapers
Sunday, July 18, 1943

STATEMENT OF MARGARET A. HICKEY, CHAIRMAN, WOMEN'S ADVISORY COMMITTEE, WAR MANPOWER COMMISSION, WHO ADDRESSED MEMBERS OF THE STAFF OF THE ST. LOUIS OFFICE, UNITED STATES EMPLOYMENT SERVICE, ST. LOUIS, MISSOURI, SATURDAY, JULY 17, 1943

"The St. Louis office of the United States Employment Service is to be commended for the effectiveness with which for the past nine months it has tackled the job of conducting an all-out recruitment program. The establishment of a Registration and Recruitment section last October and the application of carefully worked out program techniques have borne fruitful results in helping to meet the critical need for large numbers of workers in St. Louis and St. Louis County.

"Assignment of a liaison officer for special contact with the unions has been instrumental in getting many workers to transfer into war production plants.

"Inauguration of a more intensive recruitment program in the schools, public and private universities, and ~~over seas~~ has resulted in the registration of all prospective graduates far enough in advance to permit arrangements for their employment previous to the time they were leaving school.

"Responding with enthusiasm to the request of the United States Employment service, for cooperation in building a reservoir of workers available for referral and placement in war industries, have been women's organizations, lodges, church and other groups. The Glee Club of St. Louis ~~One club~~ set up a recruitment center for college graduates in its own headquarters.

"Effective methods have been worked out for reaching women who do not need a job for economic reasons, but who wish to be of service in the war effort. Equally successful has the St. Louis office been in building up a file of those persons who are in position to do part-time work in addition to their regular jobs. The Recruitment unit has been able to supply on a part-time basis some workers who are experienced in occupations that are extremely critical in the labor market.

"The Recruitment methods used in the St. Louis office cover a multitude of activities which could not possibly be handled by the small office staff alone. The volunteer workers who are regularly cooperating in this program are rendering valuable assistance to the United States Employment Service and performing an important war-time job.

(more)

"In this, as in other areas, however, more and more stress must be placed on the recruitment of women, who are today and so must remain for the duration our largest single labor reserve. Recruitment will shift from expansion to replacement. But women's role will continue to grow. It will require intensive application of the programs and procedures that have been developed to recruit the additional women that are needed for the war effort. Women not yet employed must be ready to take jobs to replace Selective Service withdrawals, as well as withdrawals of women themselves from the labor market. Just as important as the recruitment of women, however, is the need for keeping in the labor market those who are induced to enter. Recruitment efforts are nullified if we only replace those leaving.

"In order to bring in new recruits, and also to keep women workers on the job, management, labor and government must unite to solve grave problems that have too long been neglected. Foremost, perhaps, is the necessity for far more effective utilization of the millions of women already employed. Inexperienced women workers must be trained; experienced workers must be upgraded so that their higher skills may be utilized. Conditions which contribute to absenteeism and wasteful turnover must be improved. The adequacy or inadequacy of community facilities and services has a direct bearing on the recruitment of women, the retention of women in the labor market, and the efficiency and productivity of women workers on the job. The provision of community facilities and services on a much wider basis than has hitherto been done is an immediate and impelling necessity."

###########

WMC - Women's Advisory Committee AUG. 1943

August 12, 1943

dupe

SUGGESTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO DISSEMINATION OF WOMEN'S ORGANIZATION MATERIAL

It was suggested

THAT: Due to limited supplies of material and the necessity for the economical use of paper, specific requests for women's organization material be forwarded to Washington for attention at this end.

August 12, 1943

dupe

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE OPPOSING EMPLOYER SPONSORSHIP OF CHILD CARE FACILITIES

It was recommended

THAT: The stand taken by the Women's Advisory Committee opposing employer sponsorship of child care facilities be publicized directly through the press and indirectly through women's organizations.

(re: Kaiser shipyard program)

Bloodworth August 13, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO DESIRABILITY OF MAINTAINING CONTACT WITH WOMEN'S ORGANIZATIONS

It was recommended

THAT: The Women's Advisory Committee maintain its contact with women's organizations by presenting them periodically with something concrete, even if it has already appeared in the newspapers;

THAT: For example, results of informal press conference on womanpower be sent by the Women's Advisory Committee to women's organizations which have indicated their desire to cooperate with the Committee.

August 12, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO FOLLOW-UP ON RECOMMENDATION MADE AT THE JUNE MEETING OF THE COMMITTEE REGARDING PHYSICAL EXAMINATIONS FOR WOMEN IN THE SHIPBUILDING INDUSTRY

It was recommended

THAT: The matter of the recommendations made at the June meeting of the Women's Advisory Committee regarding physical examinations for women in the shipbuilding industry, be followed up, so that the Committee may be kept advised as to further actions taken with respect thereto.

August 12, 1943

deepe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PROCURING INFORMATION NECESSARY TO DEVELOP POLICY

It was recommended

THAT: In order to be in possession of information necessary to develop policy, the Facts and Analysis Section of the War Manpower Commission be requested to furnish the Committee --

(1) An analysis of enrollment campaigns, so that this information may be made available to women's organizations;

(2) Comparable data on man-hours lost in absenteeism on various work weeks, broken down on a sex basis; and

(3) An analysis of the relationship of shift scheduling to turn-over.

August 12, 1943 dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO MAKING CONSTRUCTIVE USE OF PORTIONS OF THE SUGGESTED PROGRAM FOR THE MOBILIZATION AND UTILIZATION OF WOMEN FOR WARTIME EMPLOYMENT

It was recommended

THAT: The suggested confidential program for the mobilization and utilization of women for wartime employment be given further study with two objectives in mind;

(1) Making excerpts of important statements for revision and release for publicity purposes; and

(2) The reformulation of confidential material as working directions to the Committee.

Bloodworth August 13, 1943

dupe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO CONTINUED EMPHASIS ON NECESSITY FOR UTILIZATION FOR OLDER WOMEN

It was moved and adopted

THAT: Continuing emphasis be given by the Women's Advisory Committee to the necessity for greater utilization of older workers.

WMC WAC

18 meeting August 12, 1943

CHAIRMAN

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelale Bousfield
Mrs. Baidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Dr. Esther Cole Franklin
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elisabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present

Mr. Lawrence A. Appley
Miss Virginia Price

PURPOSE OF THE MEETING

The committee met to discuss the organization plan for the War Manpower Commission and its relationship to the program submitted to the Executive Director by the Women's Advisory Committee; a report of recent policy changes; a report on the joint meeting of the Regional Directors and the Management-Labor Policy Committee; and the repport of the Chairman on events which have occurred since the last meeting.

. . . . . .

In discussing the basic concepts of organization, Mr. Appley called attention to the distinction between staff and line functions indicated by the organization chart. (The only intermingling of staff and line is found in Selective Service; since this is a highly specialized service, it will retain its separate operating functions for the present instead of taking its place as a staff unit with its operations integrated into the WMC line.) A staff agency has the specific functions of initiating policy, programs, and planning; developing procddures to effectuate policy; rendering technical service to the field; and evaluating operations. a line organization has the repponsibility of putting policy into effect through actual operations. By separating the staff and line functions, operation has been decentralized so that operating problems are handled coutside of Washington. Decentralization is defined to mean the delegation of complete authority within the limits of established policy. Thus the emphasis in the Washington office will be placed on the formulation of good policy and programs which will permit the field offices to operate effectively.

Mr. Appley explained to the committee that the establishment of a unit handling women's problems at each level, as recommended in the program submitted to him, would be contrary to the basic concept of the organization of the plan. He believed that setting up such special units would be detrimental to the goal of integrating women's activities with the over-all WMC program, as the establishment of special segment alongside of the line bureaus would devlope a feeling

among the operating personnel that the problems were outside their province. Women's problems should be considered as part of the total labor problem and their solution should be a responsibility of the operating officials, Mr. Appley emphasized. Now that the policies recommended by the Women's Advisory Committee will be channeled to the Executive Director and through him to the operating officials, he believed that action will be forthcoming. Under the present organization plan, problems directly affecting women will be discussed with the Women's Advisory Committee and the Committee's advice on policy will be requested. In addition, the committee will be kept informed on matters of general interest to the War Manpower Commission. Recommendations can be made on over-all policy and will receive consideration. However, such policy matters will not be withheld pending the approval of the Women's Advisory Committee, whereas a program directly affecting women will require the approval of this committee before issuance.

Discussion.--Some committeemembers felt that the present organization will improve the effectiveness of the committee and correct some of the situations criticized in its report. Others felt that, although women should be integrated into the over-all labor picture, definite steps are necessary to accomplish this integration. They feared that the necessary action willl not be taken unless people directly interested in women's problems as such are given the responsibility for effectuating policy. Mr. Appley contended that the area and regional offices should have the responsibility for solving women's problems as a part of the total manpower problem. If there is failure on the part of these operating officials, the Washington office should be informed.

. . . . . .

A suggestion was made that the program submitted to Mr. Appley receive further study in order that specific details may be embodied in future policy recommendations. In its present form the program is confidential, Miss Hickey pointed out; however, it should be possible to excerpt material which might be publicized as the position of the Women's Advisory Committee on pertinent questions. The committee recommended two courses of action with respect to the proposed program: (1) Revision and excerpting of statements for a press release, and (2) reformulation

of confidential material as working directions to the committees. The latter portion of the program would be presented to Mr. Appley with a request that he have specific studies made to obtain information and that he inform the committee when certain plans have advanced beyond the confidential stage and are ready for publication

REPORT OF RECENT POLICY CHANGES

Mr. Appley presented to the committee a summary of the information which is to be released to the press at a conference this afternoon. Several policy and procedural changes are involved.

. . . . . .

JOINT MEETING OF REGIONAL DIRECTORS AND MANAGEMENT-LABOR POLICY COMMITTEE

. . . . . .

The utilization of women was discussed only incidentilly, Dr. Franklin reported, during the discussion of the Buffalo situation. At first only men were placed on the controlled referral list, but at present a certain persentage of women are required. Miss Hickey explained that the controlled referrals grew out of the " work or fight" concept; therefore, men were controlled rather than women. The effect of such control was the establishment of a small pool of available male labor which would be referred to the highest priority jobs.

REPORT OF THE CHAIRMAN

The Chairman of the Women's Advisory Committee reported the status of several matters on which action had occurred since the last meeting:

Recommendation on Physical Examinations for Women.--A resolution was prepared in accordance with the committee's recommendation on physical examinations for women in the shipbuilding industry. As a result, a letter went out over Mr. McNutt's signature to Paul Porter of the Shipbuilding Stabilization Committee. Mr. Porter transmitted the letter to Donald Nelson, Chairman of the War Production Board, after which it was pplaced on the agenda for dicussion at the Pacific Zone Conference.

. . . . . .

Memorandum to the Mr. McNutt on Child Care Facilities.--Pursuant to a resolution adopted by the committee, a memorandum was sent to Mr. McNutt pointing out that the Women"s Advisory Committee had reiterated its original position thaat child-care facilities should be developed as community projects and not under the auspices of individual employers or employer groups. Miss Hickey read a copy of a letter which Mr. McNutt had sent to Mr. Edgar F. Kaiser as a result of the committee's recommendation. In addition, a memorandum on the subject was addressed to the Maritime Commission by the WMC Chairman. In reply, information was received that the Maritime Commission had provided Mr. Kaiser with a million-and-a-half dollars for a child-care project. However, the WMC was assured that the administration of the project will be handled through community facilities. Another development with respect to child-care projects is the statement of the War Production Board that no further priority for the construction of such projects will be granted to any employer until after the Kaiser " experiment" is tried.

The committee discussed the possibility of further publicizing their stand against child care on an industrial scale, and agreed to issue a press release on the subject, copies of which could then be sent to women's groups.

Labor Utilization Bureau Manual.--Miss Hickey called the attention of the committee to a manual compiled by the Labor Utilization Bureau, which she believed would be of assistance to utilization technicians.

. . . . . .

OTHER MATTERS

Channels Through Which Information May Be Obtained.--In response to a question from a member concerning the advisability of requesting other agencies to furnish information to the committee, Miss Hickey replied that the Women's Advisory Committee must go through the regular established channels of the War Manpower Commission to obtain information from other agencies. When not acting as a representative of the committee, of course, a member may secure information

through any channels which are open to her.

Work of the Women's Advisory Committee Which May be Publicized.--Members may inform the press or the area officials of all policies recommended by the committee which have been accepted, of the enrollment campaign material, of the War Job platform of American People, and of the material contained in the plan for the participation of women's organizations in the mobilization of womanpower, prepared by the Subcommittee on Public Relations.

. . . . . .

Regular Meetings.--Despite the previous recommendation regarding called meetings, committee members believed that regular meetings may be desirable in view of Mr. Appley's plan to keep the committee informed of events of general interest.

WMC WAC

19th meeting August 13, 1943

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Baidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Dr. Esther Cole Franklin
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elisabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present
Miss Verda Barnes
Mr. Phil Broughton
Miss Charlotte Carr
Miss Virginia Price
Miss Rhea Radin

By special invitation
Miss Dorothy Sells, ODT

PURPOSE OF THE MEETING

The second day of the meeting was devoted primarily to consideration of the operation of the WMC Information Service and of seniority regulations in the transportation field in relation to the employment of women. Reports were also made on the problem of national service legislation and on the work of the subcommittees of the Women's Advisory Committee.

OPERATION OF THE WMC INFORMATION SERVICE

Mr. Broughton, head of the WMC Information Service, explained its operation and its relationship with OWI. Action of the Bureau of the Budget, he said, has limited the Information Service staff to 30 employees (only 15 of whom are professional workers) instead of the 90 which the WMC had hoped to employ. The policy of the Bureau of the Budget is to have the OWI carry on all of the production and most of the creative work for Government agencies, with policy control and review being done by the operating agencies. However, the appropriations committee cut the OWI funds so that it is not so well equipped to handle its function as it was supposed to be at the time the Bureau of the Budget made its decision in the case of the WMC.

Fortunately the WMC is in a better position than many Government agencies because it has a field staff composed of one information man in each region and 25 to 30 information men on USES staffs in as many States. They are under the jurisdiction of the regional and State directors respectively. Information services at the area level are usually carried on by an employee who divides his time among this and other duties. In many regions and areas, the information man has organized some kind of local volunteer committee (composed of representatives from newspapers, advertising agencies, radio stations, and the like) to help in the work.

The WMC Information Service decides on the campaigns to be undertaken, presents to the OWI an outline describing what it hopes to achieve, and asks for the necessary facilities. There usually follows a series of conferences with OWI bureaus on timing and media. Fact sheets are prepared for the use of OWI and of

the various media employed. The sheets always give the sources of national and local information about the campaign, the source usually being the WMC Information Service at the various levels. Particular care is required in using national media because the WMC campaigns are not the same throughout the country, either the story or the timing varying with the locality. Therefore the Information Service must create a kind of backdrop against which the local play can be staged. No publicity involving basic policy goes out from the OWI without being cleared first with the WMC Information Service.

. . . . . .

The September program, designed to show the need for additional women workers in many communities, will be conducted as a national campaign for only 3 weeks in its first intensive phase. Miss Hickey will broadcast at 10:15 p.m. on September 1 on the Evening Star forum (WMAL Blue Network). She will be on the air again at 9 p.m. on September 6 on the Mutual Network. For both broadcasts, Miss Hickey's subject will be "Womanpower." Although the first intensive phase will last for only 3 weeks, the program will not necessarily stop in September.

Particular emphasis will be laid on the need for women in unspectacular jobs in civilian trades and services. Upon objection by committee members that this appeal would have greater chance of success if the pay in such activities were comparable to that in war plants, Mr. Broughton said that the educational campaign might help by making communities recognize wages as the problem. Magazine covers for September are to carry pictures of women workers in so-called civilian occupations. Radio transcriptions, motion pictures, billboards, and advertisements in mat form will be available. A list of the motion pictures will be sent to committee members for use by their local groups if the area director approves. All of the local publicity is subject to the control of the area director. The War Advertising Council has prepared a folder telling how advertisers can work locally with such drives. Since Mr. Repplier, formerly WMC campaign chief, is now chief of the Washington office of the War Advertising Council, considerable

asaistance is anticipated from that source.

Women will be told: "Wait for the call in your local community." Other points stressed in the outline for the campaign are the jobs for shich women are needed and the importance of community services. In considering responsibilities of the community, an attempt has been made to avoid exhortation. Instead, effort has been exerted to show how correction of existing evils and extension of community services will help solve the manpower problem by keeping women on the job as well as leading them to accept employment. Other Government departments concerned with women's activities and volunteer groups have assisted in the preparation of the campaign.

During the course of committee discussion, reference was made to previous recommendations by the group that appeals be made on a factual basis to specific classes of women, such as: (1) leisure-class women; (2) retired business women; and (3) older women who are afraid to come back into the labor market unless some good reason for doing so is presented to them. An educational campaign should also be directed at men who do not want their wives to work. As a basis for meetinag their objections, a committee member referred to a newspaper article showing how the long-established Nazi policy of church, home, and children has operated to make German women reluctant to enter war production. To deal with the problem created by the fact that women in the white-collar class expect administrative positions, the point should be madethat no work is menial if it will bring victory and that experience gained by progressing through the ranks is necessary for administrative work.

Mr. Broughton informed the committee that all members will redeive reports on the press conference on womanpower, to be held at the end of August.

. . . . . .

How Seniority Regulations Operate Against Employment of Women.-- The three phases of the industry particularly affected by seniority regulations in union contracts are the railroads, local transit, and intercity buses.

. . . . . .

Seniority regulations are a problem because they provide that the worker with the longest service may have the choice of jobs.

. . . . . .

While women are being employed more and more in the shops of the bus companies, the men prefer the lighter jobs, which sometimes command higher pay than the heavier work. The heavier work that falls to the lot of new employees is often beyond a woman's strength.

In connection with intercity buses, the problem consists of the fact that the driver must sometimes load the bus and change the double tires. It is also difficult for women to arrange for sleeping places during long runs.

On the railroads, the question is now so much one of runs but of jobs. By virtue of special agreements, the Pennsylvania and the Illinois Central are using women as ticket collectors and brakemen on suburban runs. Seniority progression means that most of the available railroad shop work is in the roundhouses and too heavy for women. The electrical work to which they are well suited is chosen by the olden men, who cannot be forced out of their jobs. Becuase the Pennsylvania has independent unions in its shops, it is in a position to employ more women than any other road (13 percent in all). (The trainmen's union, however, which has permitted the Pennsylvania to employ women on suburban runs is a standard union. The agreement permits women to be put on the seniority roster and marked "temporary.") The New York, New Haven, and Hartford has an arrangement whereby its outside yard crews, which must climb over the engives, are composed of men and the inside crews of women.

The Situation in England.---Dr. Sells described the situation in England as she had seen it during a 4-month visit there last year. AT the outset of the war, all craft unions connected with the railroads immediately adopted an agreement entitled "Relaxation of Existing Practices." It provides that women can be employed on jobs suitable for them and does away with seniority as the basis for jobs, although women have seniority among themselves. In other branches of

transportation, the local union makes an agreement with the company about what jobs women can do and is usually very reasonable in its attitude. The English national service act and all trade-union agreements provide that men returning from the Services shall have their former jobs back.

General Discussion.-- Miss Carr pointed out that if a woman is put into a position which men mormally reach only after seniority progression, the result is likely to be a demotion for the man already on the job. The question of equal work for equal pay also arises when a woman is trained and put on a job to which a man has customarily been advanced only after working for years. Dr. Sells informed the committee that in England and in the case of the New York, New Haven, and Hartford Railroad provision has been made to give the man who is being displaced the pay to which he is entitled by seniroity status. Miss Carr suggested that the problem of paying the same rate for the two different ranks of jobs might be met by considering the man's extra pay as a seniority bonus. Since the N. Y., N. H., and H. already has in operation the policy of giving the displaced worker his seniority-status pay, Dr. Sells, said, it is evidently possible to obtain WLB approval. The British plan, she commented, provides for women to advance in three stages in mechanical work: (1) a period at the learner's rate; (2) a longer period at another rate; and (3) at the end of 32 weeks, advancement to full pay for the job is the woman does the same work that a man would do.

Need for a Statement on the Position of the Committee.-- Miss Hickey read the group a resolution passed at the JUly 27 meeting of the Management-Labor Policy Committee. It requests the staff to determine whether a problem exists because of the seniority rules in some present agreements. If so, the staff (after consultation with labor and management organizations in the railroad industry and with representatives of women) should make recommendations on the proper approach to a solution. It has therefore been suggested that the Women's Advisory Committee send Mr. Appley a statement, and Miss Hickey called attention to her need for knowing the committee's opinion to present to the Management-Labor Policy Committee when the question comes before it again. The staff, Miss Carr reported, is

awaiting the results of a thorough analysis of seniority clauses in union contracts, now being made by the Bureau of Labor Statistics.

The committee accordingly discussed the following proposed statement of policy:

Instead of dealing with specific questions involving the seniority of women as they arise, it is proposed that the following policy with regard to women's seniority be adopted by the War Manpower Commission and the various Labor-Management Committees as a guide for specific application by local representatives of employers and unions as the issue comes up for settlement.

1. All jobs which women can do shall be open to women irrespective of seniority rules.

2. If a man by right of his seniority is entitled to bid on a job which a woman can do, he shall remain in the job which he had, if only a man can do that job, or he shall be transferred to another job which can be done only by a man.

3. A man shall be paid at the rate for the job to which he is entitled by virtue of his seniority, and his seniority status shall be maintained irrespective of his having temporarily relinquished it.

4. All women in jobs which men have temporarily relinquished, or in jobs belonging to seniority groups where progression involves some jobs unsuitable for permanent occupancy by a women, shall be considered as temporary employees for the furation of the war. This does not apply to those jobs for which women are suited for permanent employment or to those where women have already been accepted on a permanent basis.

5. Women shall have seniority only between themselves in those jobs which have been temporarily relinquished by men.

6. Following the war, women who are continued in employment on a permanent basis in any job shall be accorded sneiority status on the same terms as men, with seniority retroactive.

7. This policy shall in no way affect the accepted principle of equal pay for the job as between men and women.

It was suggested that point 1 would arouse the antagonism of the unions and should be rephrased into an introductory statement, somewhat as follows: "In order that women may be employed during the war effort in industries where seniority rules make it difficult for them to gain entry, we suggest that: (1) If a man..." Another committee member, however, considered that the position of the railroad brotherhoods makes a more forthright approach desirable. In (2), the wording will be changed to "he may be transferred to another job." Point 3 will be clarified to show that it is applicable only to the man who relinquishes the job. There was agreement that (4) is unnecessary and tends to weaken the success of recruitment efforts. The paragraph will therefore be eliminated, and the second sentence will be transferred to (5).

Replying to a question by Miss Carr about point (7), Dr. Sells said that it accomplishes two things: (1) it prevents use of the argument that women have seniority only among themselves as justification for waiving the principle of equal pay; and (2) if a job really requires only a few weeks' experience, it will be of benefit to men as well as women to have the fact recognized. Dr. Sells suggested including a reference to a probationary period as fairer to all concerned. When she acknowledged that more extensive movement of women to railroad shop work will result in "reengineering" of jobs so that the easiest will be given to women, committee members pointed out that workers' rights might be jeopardized if care is not taken. A worker might be told that he no longer has seniority rights because the job has ceased to exist, and the practice might undermine the principle of equal pay for comparable work.

Miss Hickey told the committee that the discussion would be helpful to her in presenting the committee's viewpoint to the Management-Labor Policy committee. There was general agreement that it would be desirable for the WMC to issue a policy statement on the seniority status of women, as a guide to groups in the community.

REQUEST TO THE WMC THAT THE CHAIRMAN BE PERMITTED TO MEET WITH MEMBERS OF THE STAFF WHO ARE CONSIDERING THE PROBLEM OF NATIONAL SERVICE LEGISLATION

At the meeting of the principals of the Management-Labor Policy Committee on July 20, Miss Hickey said, the problem of national service legislation was discussed. The principle of national service legislation was opposed unless it should clearly prove inevitable. It was agreed, however, that a study of the subject should be made, with the following objectives: (1) to work out the principles of a national service bill for use if its necessity is definitely demonstrated; and (2) to seek during the course of the study for ways of making the present system of voluntary cooperation meet the situation, so that national service legislation can be avoided. On July 27, the Management-Labor Policy Committee voted to have its full-time executive assistants make the study in collaboration with staff members. According to its motion, the following aspects of the subject are to be included in the review: (1) the approach to the problem made last fall by a subcommittee of the Policy Committee; (2) the methods by which the situation was met in England and Canada; (3) the difficulties of the problem observed by those who have studied it; and (4) analysis of the Austin-Wadsworth Bill.

Upon motion by Miss Matyas, which was seconded by Mrs. Hobart, the Women's Advisory Committee unanimously passed the following motion: That the Chairman of the Women's Advisory Committee or an alternate be permitted to meet with the members of the staff who are working on the problem of national service legislation. (Miss Hickey explained that the MLPC executivee assistants, Mr. Irwin and Mr. Cruikshank, are considered members of the WMC staff.)

. . . . . .

SUBCOMMITTEE REPORTS

Community Facilities .--The subcommittee on community facilities, headed by Mrs. Dunbar, presented a tentative draft of a guide on programs for plant and community facilities and services. The document does not attempt to set forth new programs but is a compilation of suggestions for the use of utilization

consultants. Copies will be sent to committee members so that they may make recommendations before the guide is finally issued.

Miss Radin, who has been working on the guide, explained that the unit of the WMC with which she is associated has been transferred to the Bureau of Manpower Utilization and renamed "Plant and Community Services." The Bureau of Manpower Utilization has also taken over other functions, such as those concerned with the 48-hour seek and seniority questions, and is developing amuch more comprehensive program. Work is being carried on through a group of utilization consultants, who are industrial engineers or occupational analysts and who have not had special training in recognizing the community-facilities aspect of the utilization problem. Most of the programs mentioned in the guide will not be carried on by the WMC but by other governmental agencies.

The introduction to the guide gives methods of identifying the problems and the means by which the WMC can deal with them without having to get further authorization. The sections treating the 11 phases of facilities and services each gives a statement of the problem, a list of measures that can be carried out in the plant, a list of measures that can be carried out in the community, and the resources now available to provide assistance in the program. The objective is to keep the guide as brief as possible. After relationships with other agencies have been worked out, each problem will be presented in considerable detail on a work sheet for the use of the utilization consultants.

September 1 was set as the date by which committee members should submit to Miss Price their comments on the guide. It should be considered for two points of view: (1) modifications necessary before the guide is sent out to the utilization consultants as part of a general handbook; and (2) possible distribution to other groups such as women's clubs. In case the information is sent to other groups, the form may be different: suggestions are therefore also requested as to whether the material should be broken down into the 11 fields if it is used for additional groups.

. . . . . .

Dr. Franklin reported that discussions have not yet progressed to a point where a definite program can be presented. However, there is apparently a rather widespread need for a bulletin on women in post-war planning and post-war plans. . . . . .

The subcommittee has formulated a brief statement of proposed WMC policy on adjustments in the employment of women during the post-war period. It is using as a guide in its work statements on post-war goals for women made during sessions of the Women's Advisory Committee. The subcommittee is attempting to show how the goals may take different forms in the post-war period, depending on such factors as the condition of the labor market.

. . . . . .

Further information about the proposed bulletin and policy statement may be available at the September meeting of the committee.

. . . . . .

August 13, 1943

deepe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PREPARATION AND RELEASE OF A BULLETIN ON WOMEN IN POST-WAR PLANNING

It was recommended

THAT: The sub-committee on post-war planning ascertain whether the War Manpower Commission might be able to prepare and release a bulletin on women in post-war planning, if such a bulletin were outlined by the sub-committee.

August 13, 1943 draft

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO TENTATIVE DRAFT OF A GUIDE ON PROGRAM FOR PLANT AND COMMUNITY FACILITIES AND SERVICES

It was recommended

THAT: The tentative draft of Guide on program for plant and community facilities and services be considered by the members of the Women's Advisory Committee from two standpoints:

(1) Modifications necessary before the Guide is sent out to the utilization consultants as part of a general handbook; and

(2) Possible distribution to other groups, such as women's organizations;

THAT: The Committee members submit their comments on this tentative draft of the Guide to the Executive Secretary of the Committee by September 1, 1943.

ADVANCE RELEASE ADVANCE RELEASE

Price - WMC-3442 PM-4430

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

ADVANCE RELEASE:
For Friday Afternoon Papers,
August 13, 1943

The immediate and speedy development of an aggressive program to encourage and facilitate the increased utilization of older women in the war effort was declared to be of paramount importance by the War Manpower Commission's Women's Advisory Committee, which met here yesterday and today.

Asserting that full utilization is not being made of the older worker supply, except in a very few areas suffering the most acute labor shortages, Miss Margaret A. Hickey, Chairman of the Women's Advisory Committee, said the problem "is especially serious with respect to older women, against whom employment restrictions are much more severe than in the case of older men." Miss Hickey added that the fact that women constitute the major part of the total reserve of older workers intensifies the problem.

War Manpower Commission reports considered by the Women's Advisory Committee show some increase in the opportunities for employment of older women under current conditions. Not only have older women been accepted in trade and service to replace men and younger women attracted to better paying jobs, but in many labor shortage areas women of 50, 60, and in some cases even 70 years of age, are operating machines, working as bench hands, assembling, inspecting, and performing other similar jobs.

These same reports, however, also show that while the situation with respect to acceptance of older women has improved, the improvement has proceeded slowly when compared to the progress made by older men. In many areas, the traditional upper age limits have been raised for men, but not for women. In all cases where the relaxations have applied to both men and women, the gains have been greater for men than for women.

(over)

ADVANCE RELEASE ADVANCE RELEASE

Price - WMC-3442 PM-4430

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

ADVANCE RELEASE:
For Friday Afternoon Papers,
August 13, 1943

The immediate and speedy development of an aggressive program to encourage and facilitate the increased utilization of older women in the war effort was declared to be of paramount importance by the War Manpower Commission's Women's Advisory Committee, which met here yesterday and today.

Asserting that full utilization is not being made of the older worker supply, except in a very few areas suffering the most acute labor shortages, Miss Margaret A. Hickey, Chairman of the Women's Advisory Committee, said the problem "is especially serious with respect to older women, against whom employment restrictions are much more severe than in the case of older men." Miss Hickey added that the fact that women constitute the major part of the total reserve of older workers intensifies the problem.

War Manpower Commission reports considered by the Women's Advisory Committee show some increase in the opportunities for employment of older women under current conditions. Not only have older women been accepted in trade and service to replace men and younger women attracted to better paying jobs, but in many labor shortage areas women of 50, 60, and in some cases even 70 years of age, are operating machines, working as bench hands, assembling, inspecting, and performing other similar jobs.

These same reports, however, also show that while the situation with respect to acceptance of older women has improved, the improvement has proceeded slowly when compared to the progress made by older men. In many areas, the traditional upper age limits have been raised for men, but not for women. In all cases where the relaxations have applied to both men and women, the gains have been greater for men than for women.

(over)

A D V A N C E R E L E A S E A D V A N C E R E L E A S E

Price - WMC-3442 PM-4430

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

ADVANCE RELEASE:
For Friday Afternoon Papers,
August 13, 1943

The immediate and speedy development of an aggressive program to encourage and facilitate the increased utilization of older women in the war effort was declared to be of paramount importance by the War Manpower Commission's Women's Advisory Committee, which met here yesterday and today.

Asserting that full utilization is not being made of the older worker supply, except in a very few areas suffering the most acute labor shortages, Miss Margaret A. Hickey, Chairman of the Women's Advisory Committee, said the problem "is especially serious with respect to older women, against whom employment restrictions are much more severe than in the case of older men." Miss Hickey added that the fact that women constitute the major part of the total reserve of older workers intensifies the problem.

War Manpower Commission reports considered by the Women's Advisory Committee show some increase in the opportunities for employment of older women under current conditions. Not only have older women been accepted in trade and service to replace men and younger women attracted to better paying jobs, but in many labor shortage areas women of 50, 60, and in some cases even 70 years of age, are operating machines, working as bench hands, assembling, inspecting, and performing other similar jobs.

These same reports, however, also show that while the situation with respect to acceptance of older women has improved, the improvement has proceeded slowly when compared to the progress made by older men. In many areas, the traditional upper age limits have been raised for men, but not for women. In all cases where the relaxations have applied to both men and women, the gains have been greater for men than for women.

(over)

For example, the upper age limit for men in Pittsburgh, generally 55 in the pre-war period, has been practically eliminated, but the 45 age limit for women still persists. In Detroit, where the upper age limit generally specified for men is approximately 65 years (50 a year ago), the average upper age limit for women is only 45 (35 a year ago).

"Employers generally have traditionally discriminated against older workers in their hiring for a variety of reasons", Miss Hickey said. "In some cases, the claims may be partially justified, but in most cases, they are misconceptions or excuses shrouding irrational prejudices.

"Actual employer experience with older workers (both men and women) has indicated that even where their productivity per unit of time has been relatively lower than that of younger workers, there have been other compensating factors. They are judgment, carefulness, concentration, patience, experience -- factors which pay dividends in quality of product, salvage from waste and rejects, and often in long-run output.

"It has been shown that while absenteeism on account of illness is generally higher for older workers, absences for other causes are much less frequent than for other workers -- probably due to greater concern over job retention and a greater feeling of job responsibility.

"Turnover rates among older workers are usually lower than for younger workers. The former are generally more settled and do less shopping around."

A Bureau of Census survey shows that of 5 million persons who last November were not in the labor market, but expressed willingness to take a full-time job, 1.6 million were over 45 years of age; and of these 1.3 million were women.

"The persistence of discriminatory specifications with respect to older women is especially unfortunate," Miss Hickey said, "because women, including large numbers in the upper age brackets, form our largest single labor reserve for the duration. If we are to make our fullest and most effective utilization of women in the war effort, it is essential that older women be given equal consideration with men for employment, on the basis of individual ability to perform the job, and that equal wage rates be paid for equal work regardless of age or sex."

ADVANCE RELEASE ADVANCE RELEASE

Price - WMC-3442 PM-4430

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

ADVANCE RELEASE:
For Friday Afternoon Papers,
August 13, 1943

The immediate and speedy development of an aggressive program to encourage and facilitate the increased utilization of older women in the war effort was declared to be of paramount importance by the War Manpower Commission's Women's Advisory Committee, which met here yesterday and today.

Asserting that full utilization is not being made of the older worker supply, except in a very few areas suffering the most acute labor shortages, Miss Margaret A. Hickey, Chairman of the Women's Advisory Committee, said the problem "is especially serious with respect to older women, against whom employment restrictions are much more severe than in the case of older men." Miss Hickey added that the fact that women constitute the major part of the total reserve of older workers intensifies the problem.

War Manpower Commission reports considered by the Women's Advisory Committee show some increase in the opportunities for employment of older women under current conditions. Not only have older women been accepted in trade and service to replace men and younger women attracted to better paying jobs, but in many labor shortage areas women of 50, 60, and in some cases even 70 years of age, are operating machines, working as bench hands, assembling, inspecting, and performing other similar jobs.

These same reports, however, also show that while the situation with respect to acceptance of older women has improved, the improvement has proceeded slowly when compared to the progress made by older men. In many areas, the traditional upper age limits have been raised for men, but not for women. In all cases where the relaxations have applied to both men and women, the gains have been greater for men than for women.

(over)

For example, the upper age limit for men in Pittsburgh, generally 55 in the pre-war period, has been practically eliminated, but the 45 age limit for women still persists. In Detroit, where the upper age limit generally specified for men is approximately 65 years (50 a year ago), the average upper age limit for women is only 45 (35 a year ago).

"Employers generally have traditionally discriminated against older workers in their hiring for a variety of reasons", Miss Hickey said. "In some cases, the claims may be partially justified, but in most cases, they are misconceptions or excuses shrouding irrational prejudices.

"Actual employer experience with older workers (both men and women) has indicated that even where their productivity per unit of time has been relatively lower than that of younger workers, there have been other compensating factors. They are judgment, carefulness, concentration, patience, experience -- factors which pay dividends in quality of product, salvage from waste and rejects, and often in long-run output.

"It has been shown that while absenteeism on account of illness is generally higher for older workers, absences for other causes are much less frequent than for other workers -- probably due to greater concern over job retention and a greater feeling of job responsibility.

"Turnover rates among older workers are usually lower than for younger workers. The former are generally more settled and do less shopping around."

A Bureau of Census survey shows that of 5 million persons who last November were not in the labor market, but expressed willingness to take a full-time job, 1.6 million were over 45 years of age; and of these 1.3 million were women.

"The persistence of discriminatory specifications with respect to older women is especially unfortunate," Miss Hickey said, "because women, including large numbers in the upper age brackets, form our largest single labor reserve for the duration. If we are to make our fullest and most effective utilization of women in the war effort, it is essential that older women be given equal consideration with men for employment, on the basis of individual ability to perform the job, and that equal wage rates be paid for equal work regardless of age or sex."

Price - WMC - 344 Return to Robinson's Folder NVR

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

For Immediate Release
Friday, August 13, 1943 PM-4431

The appointment of Dr. Esther Cole Franklin, Associate in Social Studies, American Association of University Women, to membership on the Women's Advisory Committee, WMC, was announced today by chairman Paul V. McNutt of the War Manpower Committee.

Dr. Franklin, who has been serving for several months as an alternate member of the committee, succeeds Dr. Ruth Allen, of the University of Texas, who resigned recently to accept assignment as public representative on the Panel of the Regional War Labor Board and the Panel for the Wages and Hours Administration in the Austin, Texas, region.

Dr. Franklin, born in Oklahoma, was educated in the public schools of Oklahoma and Nebraska; obtained her A.B. degree from the State Teachers College at Peru, Nebraska, her M. A. degree from the University of Nebraska, and her PH.D from the Robert Brookings Graduate School of Economics and Government. She taught history at the Western State Teachers College, Bowling Green, Kentucky, and political science at Hunter College. From 1929 to 1936 she was a member of the faculty of the University of Kentucky.

Elizabeth Christman appted as member, after she left W.B.

X-19237

August 13, 1943

dupe

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO SENIORITY STATUS OF WOMEN

It was recommended

THAT: The War Manpower Commission issue a guide on the seniority status of women for specific application by local representatives of employers and unions.

* * * * * * *

The Women's Advisory Committee recommended that, in dealing with questions involving seniority status of women as they arise, the following policy be recommended by the War Manpower Commission and the various Labor-Management Committees as a guide for specific application by local representatives of employers and unions:

1. All jobs which women can do shall be open to women irrespective of seniority rules.

2. If a man by right of his seniority is entitled to bid in a job which a woman can do, he shall remain in the job which he has, if only a man can do that job, or he may be transferred to another job which can be done only by a man.

3. A man shall be paid at the rate for the job to which he is entitled by virtue of his seniority, and his seniority status shall be maintained irrespective of having temporarily relinquished it.

4. Women shall have seniority only between themselves in those jobs which have been temporarily relinquished by men. This does not apply to those jobs to which women are suited for permanent employment or to those where women have already been accepted on a permanent basis.

5. Following the war women who are continued in employment on a permanent basis in any job shall be accorded seniority status on the same terms as men, with seniority retroactive.

6. This policy shall in no way affect the accepted principle of equal pay for comparable work as between men and women.

Christian Science Monitor
August 25, 1943

MVR
gov con

WHY MORE WOMEN DON'T GO TO WORK

An Intimate Message From Washington
by Mary Hornaday

Paul V. McNutt's War Manpower Commission hsan't been doing right by women.

It's blaming them for a major share of war-plant absenteeism and labor turnover, without doing as much as it could have to make it possible for women to hold two jobs - one at home and one in the factory.

Right when they should have been working all-out to persuade women to take war jobs, the WMC's Women's Advisory Committee, headed by Miss Margaret A. Hickey of St. Louis, had to stop this summer and maneuver around to a position where it could get WMC Director McNutt's ear.
The Women's Advisory Committee is a bang-up group that includes such outstanding women leaders as Mrs. Beatrice Gould, editor of the Ladies Home Journal; Mrs. Sadie Orr Dunbar, former president of the General Federation of Women's Clubs; Mrs. Dorothy Bellanca, labor leader, and various other spokesmen for labor, industry, and the public.

These are women who know the problems of home-making in wartime and the thinking habits of American women, as well as the great need for women workers in industry. Yet they found much of their advice ignored. Being merely an "advisory committee" they have no real power. Mr. McNutt could listen to their views, or not, just as he pleased. Too much of the time, they felt, he didn't listen.

* * *

At one point, the committee contemplated resigning in a body, as New York Women's Advisory Commission recently did.

Instead, they decided to stay on and demand more power. They talked about a place on the Labor-Management Committee. Mr. McNutt said he had no objection to a woman on the Labor-Management Committee, but she would have to be placed there by labor, management, or the farm groups represented.

Finally, after weeks of negotiation, the women one day set Mr. McNutt down and made him listen to them. As a result they were elevated to a new status that puts them on a level with the Labor-Management Policy Committee. Henceforth, they will report directly to Lawrence A. Appley, WMC's executive director, who will also attend their meetings.

Miss Hickey is confident that the committee's elevation will go a long way toward solving many neglected problems and result in more effective utilization of women in the war effort.

All this may sound to you like more inter-governmental bickering, but it is significant because it shows what barriers women have to break down before they can assume their full place in the war effort. Women policymakers have had just as embarassing experiences as girls who get whistled at in war plants and Wacs who get off-color stories told about them.
The womanpower committee has gained its new responsibility at a crucial time.

* * *

The slowness with which women are taking war jobs, and their departure after a few weeks, is beginning to worry manpower officials. In the early months of the war, about 160,000 women took war jobs each month. The rate has now fallen to about 20,000. Yet there are still more than 4,000,000 women under 45, without small children, who could go to work.

The women who must be drawn upon now are those who have never worked in factories and who do not see why they should.

To get men into war plants, the War Manpower Commission can, and has, threatened to draft them. In the case of women there is nothing to do, except as Mr. McNutt says, "persuade" them.

Most women won't be persuaded until there is adaptation of working conditions to suit their domestic situations. There must be "give and take" on the part of worker, employer, and Government, but no room for feminine whims and fancies.

Statutes

Chicago WMC

WMC - Women's Advisory Committee Sept. 1943

WMC WAC

20th meeting September 23, 1943

CHairman

Margaret A. Hickey

Committee Members Present

Mrs. Hartis T. Baldwin
Mrs. Dorothy Bellanca
Mrs. Maudelle Bousfield
Mrs. Sadie Orr Dunbar
Dr. Esther Cole Franklin
Mrs. Beatrice Gould
Miss Jennie Matyar
Miss Elizabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present

Mr. Lawrence A Appley
Miss Virginia Price

PURPOSE OF THE MEETING

At the morning session, Mr. Lawrence A. Appley, Executive Director of the War Manpower Commission, reported to the Women's Advisory Committee the recent developments in the manpower situation, including an interpretation of the West Coast War Manpower Program. During the afternoon, meetings of the subcommittee were held.

GENERAL MANPOWER SITUATION

The phase that the Nation is now entering in regard to manpower may be identified as the period in which allocation of labor is necesary, Mr. Appley said. Of the 135 million people in the United States, 65 million are either employed in industry or are in the armed forces, leaving a pool of 70 million from which to draw. Ninety-percent labor mobilization has been accomplished without too much effort, but the remaining 10 percent will be extremely difficult. At the start of the war, there were 10 million unemployed, women who had never worked, and volunteers who were willing to enter the labor force. These classes of labor have long since been absorbed; it will be more difficult to recruit 100 thousand workers now than it previously was to secure 1 million.

. . . . . .

Page 3

It is hoped, Mr. Appley said, that sufficient labor can be obtained through a voluntary program, i.e., the West Coast Plan, to obviate legislative action.

WEST COAST WAR MONPOWER PROGRAM

Introductory Remarks.--If operation of the War Manpower Program is successful on the West Coast, the plan may be used as a pattern for other critical labor areas. . . . . .

q Page 4

Organization and Operation of the Plan.--It is the aim of the plan to coordinate all operations and direct all efforts towards a common goal. A successful solution of the manpower situation can best be achieved through

definition of the problem and acceptance of operative methods. The co-ordinated efforts of Government agencies will preclude duplication of action. The operation of the plan revolves around the following three questions:

1. What is the production urgency of end products?
2. What is the manpower priority of each plant?
3. Should manpower be referred to a plant?

. . . . . .

Manpower priorities Committee

Members of the Area Manpower Priorities committee are representatives of the WMc (whose representative acts as Chairman), Selective Service System, WPB, War Department, ODT, Navy Department, WFA, Maritime Commission, and the Committee of Congested Production Areas. The membership of the Manpower Priorities Committee is not the same as that of the Production Urgency Committee, Mr. Appley stated, but when the same agency is represented on both, the same person is the representative of his agency on both. It is the function of the manpower priorities committee (1) to establish the manpower priority of each plant (Class I, II, or III) and (2) to decide whether manpower is to be referred to a plant.

Using as a basis the list submitted by the Production Urgency Committee, the Manpower Priorities Committee determines the manpower priority of each pplant. (A plant producing one of the most critical items may not have a manpower problem.) A manpower ceiling is placed on each plant, established on the basis of the number of man-hours necessary to meet production schedules. If a plant is on the No. 1 production urgency list and the No. 1 manpower priority list, investigation is made to determine the reasons for the labor shortage. Procurement agencies, labor, management, and utilization consultants are asked to supply information on the operative practices of plants. A study is made of such factors as labor utilization, wage structure, shild-care facilities, personnel policy, plant facilities, housing and transportation faciliaties. There is no law or policy in the United States that will force a person to work under substandard conditions, even to make

up production, Mr. Appley said. If, therefore, a large turn-over record of a plant is found to be attributable to some unsatisfactory situation, no labor will be referred to that plant and the company may be given the choice of correcting the condition or having its contracts canceled. The Manpower Priorities Committee is not authorized to take any action; only the Area Director of the WMC is empowered to make decisions. If it is considered unwise to refer labor to a plant, the Area Director, on the recommendation of the Manpower Priorities Committee, tells the Production Urgency Committee that production will not be obtained until the unsatisfactory conditions are corrected. It is up to the Production Urgency Committee to decide whether the situation should be corrected or the contracts withdrawn.

The Manpower Priorities Committee makes its recommendations to the Area Director, who makes full reports to the Area Management-Labor Committee, which is also an advisory body. The Management-Labor Committee recommends the standards upon which the priorities committee should base its investigations, reviews the recommendations of the priorities committee, and hears all appeals arising as a result of the action taken. The priorities committee, mperates as a full-time subcommittee of the Management-Labor Committee, members of which have not the time to devote to a constantly changing situation, Mr. Appley remarked. The Area Director has the responsibility of making decisions; the necessity for taking immediate action precludes Washington control. It is required, however, that the Area Director consult with the Management-Labor Committee on all issues.

Discussion.--In response to committee members' inquiries, Mr. Appley explained that:

1. The National Management-Labor Policy Committee has not approved the West Coast Planm in its entirety but that there is no point in the plan which has not been approved in policy. Also, Regulation No. 7, which made the plan possible, was approved by the National committee.

2. If the Area Director does not act in accordance with national policy,

the Ececutive Director of WMC has authority to reverse the action.

3. Controlled referral is not exclusive hiring. An employer has the right to hire and fire, and an employee has the right to refuse a job and to resign. The plan merely states that an employer has to choose workers from those referred to him by the USES and that an employee cannot secure a job except through referral by the USES. When a person applies to the USES for employment, he is given a list of priority plants requiring labor with his qualifications. He is also given information concerning wages, union affiliation, etc. If he does not choose to work in any of the plants to which he had been referred, he returns to the USES and is given a list of other priority plants.

4. Fathers of pre-Pearl Habbor children have the choice of entering war industries or of being inducted into the armed forces. The necessity of publicizing an interpretation and clarification of the status of men in war industries is recognized. An effort is being made to dispel existing confusion. Recently the services of the National War Advertising Council were offered to the Government. This agency, a voluntary group formed by the top advertising people in the country, put at the disposal of the Government millions of dollars worth of advertising space. A clear interpretation of the WMC policy has been given to this group and the presentation is now being prepared. In addition, a press conference is held every week to acquaint newsmen with the background of policies. Since thae inception of these discussions, news reports have been much improved because reporters understand the causes behind the actions.

Committee members expressed the opinion that cost-plus operation is the greatest single factor contributing to the underutilization of labor. Mr. Appley informed the committee that the location and basis of operations are determined by the War Production Executive Committee, on which is a representative of the WPB, Army, Navy, and, just recently, WMC. At the start of the war the cost-plus plan was necessary because the cost of war materials was indeterminable. Now, hoever, the committee realizes that a fixed basis can be established, and the matter is being considered.

War Manpower Women's Bur Women's Advisory Comm

WOMEN'S BUREAU
SEP 14 1943
DEPARTMENT OF LABOR

WAR MANPOWER COMMISSION
WOMEN'S ADVISORY COMMITTEE

AGENDA

September 23 and 24, 1943

Social Security Building

* * *

September 23, 1943 - 10:00 a.m. (Executive Session) - - - - Room 5545

1. Report of Executive Director

2. Developments concerning National Service Legislation

September 23, 1943 - 2:00 p.m.

Sub-Committee Meetings

Community Facilities and Services, Mrs. Dunbar, Chairman - - - - Room 5545

Public Relations, Miss Bloodworth, Chairman - - - - Room - To be assigned

Post-War Planning, Dr. Franklin, Chairman - - - - Room 1546-C

* * *

September 24, 1943 - 10:00 a.m. - - - - Room 5440

1. Report of Policy Developments on Employment of School Youth

2. Report on --

(1) Analysis of enrollment campaigns

(2) Comparable data on man-hours lost in absenteeism on various work weeks, broken down on a sex basis

September 24, 1943 - 2:00 p.m. (Executive Session) - - - - Room 5440

Reports of Chairman of Women's Advisory Committee and of Chairmen of Sub-Committees

* * *

Miss A did not attend

September 24, 1943

dupe

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE

WITH RESPECT TO

REVISED STATEMENT CONCERNING RECRUITMENT AND

UTILIZATION OF WOMEN

It was recommended

THAT: The revised statement concerning recruitment and utilization of women be submitted to the Executive director with request that the Women's Advisory Committee be permitted to release the statement as a progress report of the Committee.

WMC WAC

@ 21st meeting September 24 , 1943

Chairman

Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Dr. Esther Cole Franklin
Mrs. Beatrice Goudl
Miss Jennie Matyas
Miss Elisabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present

Mr. William Haber

Miss Lillian Alexander
Miss Verda Barnes
Miss Gertrude Bancroft
Mrs. May Thompson Evans
Mr. Arthur Jacobs
Miss Sara Leiter
Miss Virginia Price
Miss Helen Ringe
Miss Nelle Williams

PURPOSE OF THE MEETING

In executive session, the committee discussed: (1) national service LEGISLATION ~~legislation~~' (2) reports of the subcommittees; and (3) the report of the Chairman. Members of the WMC Staff were present for discussion of policy developments on the employment of school youth, the enrollemtn campaign, and a policy concerning a longer workweek for women.

Morning Session

NATIONAL SERVICE LEGISLATION

Dr. Haber reported to the Women's Advisory Committee the status of national service legislation in the War Manpower Commission.

Dr. Haber's Remarks.--At present there are 71 critical labor--market areas (Group I) and 102 Group II areas. The difference between the two groups is merely one of time; Group II areas will be Group I areas in several months. Two-thirds of the munitions production is centered in areas in these two groups. There is direct evidence, Dr. Haber stated, that the lag in production is caused by the manpower shortage. Last year the problem was one of materials. Today, all production losses are attributed to manpower. While there are undoubtedly other contributing factors in the copper, aluminum, bearing, coal, brass, lumber, and aircraft industries, labor is indicated as the primary difficulty. The problem, however, is not necessarily one that can be solved by WMC and USES alone; the inability of management to retain workers because of inadequate housing, transportation, in-plant facilities, etc. is animportant factor. Despite labor problems, Dr. Haber said, production is increasing, although accelerated production schedules are not being met.

From now on, manpower mobilization will be difficult, the committee was told; all readily available workers have been absorbed into the labor force. It is therefore inevitable that the increasing pressure on an inadequate labor supply will result in a severe strain and will revive didcussions of national service legislation. Evaluation will probably be made by the editorial press

wheather the voluntary method under which WMC now operates is effective. The public, press, Congress, and Government leaders will discuss the problem.

The national Management-Babor policy committee is opposed to any legislative control and is considering methods of strengthening the voluntary system. Until a definite position is taken by the administration, Dr. Haber indicated, it is up to the WMC to attempt to make the voluntary system work. In anticipation of possible legislative action, however, the WMC staff has been drafting a program as an alternative to the Austin-Wadsworth Bill. It is the opinion of many staff members that the Austin-Wadsworth Bill is inadequate in that it requires compulsory service but does not provide the operative machinery. Power to compel service should not be assigned without the assumption of responsibility for proper utilization of labor nor without safeguarding labor's rights.

Discussion.--Committee members were of the opinion that national service legislation would not solve the manpower problem. Effecting enforced employment without correcting existing underutilization of labor and inadequate facilities will only result in a waste of more labor, it was stated. Operation on a cost-plus basis was cited as the most inefficient and most wasteful use of labor.

Inquiry was made whether there are any pools of manpower available for transfer, either controlled or voluntary, to war industries. Dr. Haber mentioned workers making pocketbooks and lipstick cases as being employed in nonessential industries. According to area directors, it was reported, men classified by their draft boards as 4-F present the greatest problem, especially in the South. These men, who cannot be threatened with induction, refuse to work more than a few days a week. In addition, many men liable for induction would rather be drafted than transfer to essential industries. The seniority status of inductees is guaranteed, it was pointed out, and a man is reluctant to transfer to another job if it means forfeiture of his status. The father draft was primarily designed to encourage transfers to critical work, Dr. Haber continued, but since the announcement only a few men have applied for transfer. A committee member remarked that there are a great number of unemployed, employable Negroes, especially women, who are

capable of doing heavy work. Another committee member pointed out that employers in the San Francisco area are still adverse to hiring women.

Dr. Haber explained that the meaning of the word "voluntary" is misunderstood. A voluntary plan merely means that the approach is voluntarily accepted. Once the approach is approved, however, compliance is mandatory. The West Coast Plan is a step in the direction of control, but without legislative action. Committee members reiterated that:

1. National service legislation would not be effective until the existing inefficiencies and inadequacies were corrected and workers' rights protected.
2. If the existing difficulties were eliminated a voluntary plan would be effective, obviating legislative action

EMPLOYMENT OF SCHOOL YOUTH

Miss Nelle Williams explained the policy of the WMC concerning the employment of school youth. The policy, which has been released, states that the employment of school youth is not to be considered until all other sources of available labor have been exhausted. Then, before children in school can be employed, the approval of the WMC, State boards of education, and public health officials must be obtained. The advisory committee will set standards of health, age, hours, and the like. Scholastic activities are not be interrupted and jobs endangering health are not bo be considered.

. . . . . .

ENROLLMENT CAMPAIGN

In the past year, Miss Ringe stated, the entire problem of recruiting women has altered with the constantly changing labor situation. Last year, the general registration of women was discussed, but this is no longer being considered because the public realizes that registration without legislation is little more than a census. When a critical situation arises, it is up to the USES to recruit the required workers. And even if campaigns were inaugurated, there is no procedure for keeping national headquarters informed of lacal results because of decentralized

operation and the paucity of reports. The information available to the national office is therefore incomplete, Miss Ringe informed the committee.

There have been many local recruitment campaigns (including one in Washington, D. C.) of which the public is unaware, the committee was told. A new manual for field distribution, "Recruitment and Transfer" , compiles the procedure to be followed in recruitment of such groups as women, part-time workers, children, and handicapped workers. Copies will be sent to members of the Women's Advisory Committee.

. . . . . .

LONGER WORKWEEK FOR WOMEN

WMC Regulation No. 3 requires employees, regardless of sex, to work 48 hours in areas designated by the WMC. Part-time workers are exempt from the regulartion. Mr. Jacobs reported that a suggestion has been made by some of the WMC staff that the regulation be revised to define a lower minimum wartime workweek for women. In his opinion, Mr. Jacobs said, different standards for men and women would cause scheduling difficulties in the plants. Also, ahere seems to be no logical reason for differentiation. In all other countries, women are working much longer hours than is true here. And in England women participate in civilian defense activities to a much greater extent than do women in the United States. The execmption clause should be adequate to handle cases of women who are unable to work 48 hours because of domestic responsibilities, Mr. Jacobs remarked. The committee was invited to comment on a longer workweek for women.

It was the consensus that there should be no defined differentiation between the workweek of men and of women. The part-time clause in the existing regulation should be adequate to take care of exemptions, committee members thought. One committee member pointed out that men and women work together on assembly lines. The voids created if women leave before men would disrupt operations. If women are at work 48 hours, however, some steps should be taken to provide adequate facilities for obtaining food and for child care. Otherwise, it was stated, absenteeism will be high and many women will be forced to resign.

. . . . . .

Report of the Chairman.--The statement submitted by the Committee at the last meeting on the seniority status of women in transportation industries was sent through regular channels, Miss Hickey reported. It was also sent to the ODT, which has not yet formulated a policy. The WMC has taken no position, but more and more contracts are recognizing the rights of women employees.

Appeals, made when certificates of availability are denied, are constantly being reviewed by the national Management-Labor Policy Committee. Miss Hickey read the first appeal received from a woman. The regional committee reversed the decision of the area committee, which had denied the appeal. The national committee upheld the reversal, and the woman was given her release.

Miss Hickey reported that it had been necessary for her to prepare for publication a statement, in the name of the Women's Advisory Committee, on part-time women workers. The statement, which Miss Hickey read, was a compilation of policies of the WMc and of the committee. The committee approved the statement.

. . . . .

SUBCOMMITTEE REPORTS

Community Facilities and Services.--Mrs. Dunbar, chairman, reported that Mr. Bruno had attended the subcommittee meeting for discussion of pending Congressional bills. The provisions of the Thomas Bill and the new Norton Bill were outlined. It was the unanimous vote that the committee take no stand on these bills. It was pointed out that this does not mean that individual members may not approve or disapprove the bills as representatives of their own organi zations but that, as a committee, no position will be taken.

Mrs. Dunbar indicated that the subcommittee was of the opinion that the program on community faciliaties was insufficiently developed for presentation to women's organizations. It was suggested that the program be rewritten to

include background material and practical problems and solutions. The presentation should be convincing so that women's groups will be aroused and will take effective action. A motion was unanimously passed that the staff rewrite the program in accordance with the suggestions of the subcommittee.

Question was raised whether the committee should reemphasize the inadequacies of in-plant food facilities. A motion was made and unanimously passed that a memorandum be sent to Dr. Haber requesting that a check be made of the nutritional problems of war workers.

. . . . . .

Baldwin September 24, 1943

MOTION OF THE WOMEN'S ADVISORY COMMITTEE

WITH RESPECT TO

STATEMENT PREPARED BY SUB-COMMITTEE

ON POST-WAR

It was moved and adopted

THAT: Statement of Sub-Committee on Post-War Planning be released to the press.

Christman September 24, 1943

dupe

MOTION OF THE WOMEN'S ADVISORY COMMITTEE

WITH RESPECT TO

PROGRAM ON COMMUNITY FACILITIES AND

SERVICES

It was moved and adopted

THAT: Staff members be requested to rewrite the program on community facilities and services so as to include background material and information concerning problems and practical solutions; and that in revision, the material be presented in a manner designed to convince women's groups.

Dunbar September 24, 1943

Keep

MOTION OF THE WOMEN'S ADVISORY COMMITTEE

WITH RESPECT TO

RE-EMPHASIS ON THE INADEQUACIES OF

IN-PLANT FOOD FACILITIES

It was moved and adopted

THAT: A memorandum be sent to Dr. Haber, requesting that a check be made of the nutritional problems of war workers both inside and outside the plant.

Baldwin September 24, 1943

dupe

MOTION OF THE WOMEN'S ADVISORY COMMITTEE

WITH RESPECT TO

POSITION ON THE NORTON AND THOMAS BILLS FOR

CHILD CARE

It was moved and adopted

THAT: The Women's Advisory Committee take no position as a Committee on either the Norton or the Thomas Bill providing for child care.

WMC - Women's Advisory Committee Oct. 1943

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE TWENTY SECOND MEETING, OCTOBER 28, 1943

10:00 a.m. to 12:30 p.m. and 3:30 to 5:00 p.m.

Room 5545 Social Security Building, Washington, D.C.

CHAIRMAN

Margaret A. Hickey

Committee Members Present

Mrs. Dorothey Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elisabeth Christman (Alternate)
Miss Eleanor Park (Alternate)

War Manpower Staff Present

(A.M. and P.M. Sessions)

Mr. Lawrence A. Appley
Miss Virginia Price

By Special Invitation to Hear

Mrs. Roosevelt

Miss Lillian Alexander
Miss Mary Anderson
Miss Verda Barnes
Miss Charlotte Carr
Mr. Robert Clark
Mr. Nelson Cruikshank
Mrs. May Thompson Evans
Mr. William Haber
Mrs. Genevieve Forbes Herrick
Miss Sara Leiter
Miss Katherine Lenroot
Mr. Watson B. Miller
Miss Rose Nathinson
Miss Flora Orr
Miss Rilla Schroeder
Miss Mary Switzer
Mrs. Marie Utley
Mr. Phillip S. VanCyck
Mr. Raymond S. Ward

PURPOSE OF THE MEETING

In the morning, the committee met in executive session. Mr. Lawrence A. Appley, Executive Director of the War Manpower Commission, reported the recent developments in the programs and policies of the agency. At the afternoon session, Mrs. Franklin D. Roosevelt told the committee and invited guests about her trip to the South Pacific area.

DEVELOPMENT OF WMC PROGRAMS AND POLICIES

West Coast Plan.--As a result of premature publicity, Mr. Appley stated, the reaction of the Pacific Coast to the West Coast Plan was unfavorable. The press interpreted the plan as a special treatment to be imposed on the West Coast; people read the headlines but did not read the program. Now, however, the antagonism is disappearing and the success of the plan appears likely.

The delegation of authority and the responsibilities of the various Government agencies were defined and clarified in Mr. Byrnes' statement. The agencies now recognize their respective duties and are cooperating. It was realized that 90 percent of the plan had to be worked out and developed on the local level, and local committees are gradually developing their own procedures, which vary in different communities. On September 15, local committees started to function in accordance with the responsibilities and authority delegated to them. Production Urgency Committees are setting up relative production urgency lists by individual employers and are establishing the number of man-hours required per unit of production. These data are to be submitted to the Manpower Priorities Committees, which will determine the manpower priority of each plant. In-plant conditions are being analyzed to determine the causes of turn-over and absenteeism. An increasing number of employers are requesting that labor utilization surveys be made.

The serious situation that existed in the Boeing Aircraft plant in Seattle was responsible for the institution of the West Coast plan. Since the inauguration of the procedure in September, accessions have exceeded terminations by 1,600 employees. Principally through an adjustment of wages in the plant, the difficulty has been alleviated for the present. The company has been very cooperative and, as a result of the requested labor utilization study, has changed its personnel director.

In the past two months, the West Coast has failed to meet its reduced Selective Service quota by 12 percent. Blanket stays of induction for 120 days have been granted to all employees in West Coast aircraft plants. The situation is extremely difficult for the War Manpower Commission; although the armed forces demand a certain number of inductees, they are urging the deferment of workers in essential industries. There are a great number of very young men in the aircraft industries and if they are deferred more fathers will have to be inducted. Every application for deferment is carefully investigated.

A member of the committee reported to Mr. Appley that the Metal Trades Council in Portland, Oregon, had unreservedly approved the West Coast Plan. It is felt in Portland, she said, that the problem of recruitment is solved; only the absenteeism problem remains.

Training-Within-Industry Program.--Mr. Appley briefly outlined the training-within-industry program of the War Manpower Commission. There are three parts to the program: job instruction; job method; and job relations. In the job relations course, shop supervisors are taught how to deal with the workers over whom they have control. This program is just being developed, but the outlook is very encouraging. Communities, organizations, and universities are being instructed to train unskilled people.

In response to an inquiry, Mr. Appley said that within industry more and more emphasis is being placed on the proper training of foremen and supervisors. The WMC is receiving an increasing number of requests for teachers. As a result of the war, management is being forced to recognize the necessity for satisfactory personnel relationships. Top executives are devoting their time to personnel problems because they realize that production depends upon the workers in the plant.

Manpower Utilization Surveys.--Committee members were assured that they would receive copies of the report on the surveys made by the Bureau of Manpower Utilization. It takes 2 or 3 weeks for a WMC utilization consultant to make a comprehensive survey of a plant, Mr. Appley stated. If help is required to solve one specific problem, 2 or 3 days may suffice. When a complete survey is made, however, every phase of the plant and its operation is studied--turn-over, absenteeism, recruitment schedule and induction program, production schedule, facilities, personnel policies, etc. The complete reports are confidential and remain in the possession of the company; only a summary is prepared by the utilization expert for his own use. A compilation of these summaries is the report which the committee will receive.

To date, the WMC Bureau of Manpower Utilization has made over 1,000 utilization surveys covering over 1,000,000 employees; over 25,000 manning tables covering over 2,000,000 employees; and over 14,000 replacement schedules covering over 10,000,000 employees. Mr. Appley explained that the manning table is the employer's inventory of his labor and that the replacement table provides for the orderly withdrawal of employees, into the armed forces.

Since the study of women in the Kaiser shipyards was completed, Mr. Kaiser has been trying to find a competent woman to effect the proposed program. Experienced personnel women, however, are reluctant to accept a war job.

Mr. Appley stated that it is the responsibility of the Labor Production Division of the War Production Board to secure the cooperation of labor in obtaining full utilization of manpower. When WMC finds a labor

problem in a plant, a representative of the Labor Production Division is requested to make an investigation. The Division has made many adjustments and has suggested several special arrangements for the duration of the war so that regular collective bargaining agreements would not be permanently disrupted.

WMC Budget Supplemental.--Last spring, when Mr. McNutt appeared before the Appropriations Committee, he explained that additional functions were contemplated and that, at such time as WMC activities expanded, an additional appropriation would be required, Mr. Appley reported. Since the appropriations were made last spring, the WMC has taken on additional responsibilities and a supplementary sum of 17 million dollars has been requested. All of the additional money is intended for field use; the staff of the national office has been reduced.

An additional sum of $3,324,000 is being requested for WMC administration by the State offices. The responsibilities of the State offices are increasing and additional staff members are required. In addition, another attempt is being made to have the salaries of State field workers raised to the Federal level. The appeal has been turned down three times, but Mr. McNutt is again attempting to have the injustice rectified.

A comparison of the responsibilities of the USES and Selective Service will indicate that the functions of the USES are far more complicated. If the increase of $9,061,000 is approved, the amount available for the USES and Selective Service will be approximately the same.

An increased staff will be required if the requests of industry for teachers for training-within-industry programs are to be supplied. The WMC is requesting $533,000 for this purpose.

The $4,521 being requested for the migration of workers is intended for use in bringing foreign labor to the border of the United States. About 40,000 workers are required to fill the demand for common labor. Because all available labor in this country has been trained, unskilled workers will have to be imported from the Caribbean islands and Mexico. The employer is responsible for taking the workers from the border to the plant and back; the WMC is requesting the funds to bring the laborers to the border.

Mr. Appley told the committee about the hearings before the Appropriations Committee. He was of the opinion that, at the end of the second day, the committee was sympathetic. But no decision has been reached as yet; nor has the matter been brought before Congress.

Recruitment of Women.--By order of Mr. Byrnes, the active recruitment of women for the armed services is restricted in critical labor areas. Mr. Appley said. Before a woman in a No. 1 area enlists, whe is required to obtain a statement to the effect that she is not employed in an essential industry. The Services are complaining that their quotas are not being

filled because of the restrictions, but it is necessary that trained women remain in the essential industries in which it was so difficult to get them accepted.

Miss Hickey inquired whether it would be possible for the Women's Advisory Committee to aid in the recruitment of women in free labor areas. The supporters of national service legislation are pointing out that the recruitment of women on a voluntary basis is unsuccessful. After discussion, committee members doubted that their efforts would be helpful. At Mr. Appley's suggestion, copies of Mr. Byrnes' letter on WAC and WAVE recruiting will be sent to the committee.

National Service Legislation.--A subcommittee of the national Management-Labor Policy Committee is still working on a national service legislation bill for presentation if the subject is revived in Congress, Mr. Appley indicated. The Policy Committee is definitely on record, however, as opposing any national service legislation. An alternative plan, to obviate legislation, has been under consideration by the committee for some time; a final draft is being prepared but its contents have not been disclosed.

Local Manpower Programs.--Mr. Appley told the committee about the effectiveness of the Dayton, Ohio program and about the program being formulated in Detroit, Michigan.

Last winter, after Dayton was classed as a Group I labor area, management, labor, and city officials came to Washington with objections; it was thought that all business in the city would be stopped. The statement was made that no labor shortage existed, but WMC proved that only the large companies that paid high wages had sufficient manpower; subcontractors and small fabricators were unable to secure labor. After the situation had been discussed, the representatives who came to Washington acknowledged that the situation was critical and stated that an investigation would be made. Existing committees and special emergency committees made a thorough study of the problem and developed a 10-point program to solve it. The entire city cooperated and, on August 5, Dayton was removed from the Group I list and classified as a Group 2 area. Mr. Appley displayed a bulletin, published by the city, which told the story of the program and its development. An attempt will be made to obtain copies for the committee.

The situation has not been satisfactory in Detroit, which has been classified as a critical labor area since the lists were first developed. Employers have been against any Government interference, and local management and labor groups have been unable to reach an agreement in developing a program. Two weeks ago, Mr. Appley said, the area Management-Labor Policy Committee came to Washington; Detroit objected to Regulation No. 7. The Detroit representatives stated that there was no labor shortage in their area, but they reversed their statement when they were told to have

every employer write his procurement agencies to the effect that no production losses had been caused by a manpower shortage. Actually, there is a shortage of about 83,000 workers; housing and transportation facilities are inadequate. Before leaving Washington, the area Management Labor Policy Committee agreed to meet with the representatives of other city groups and to write a program. Latest reports indicate that a plan is being formulated.

Many cities in the United States have voluntarily effected successful manpower programs. Representatives of WMC are constantly meeting with management and labor groups throughout the country and asking them to cooperate in setting up community programs. A committee member pointed out that the absenteeism problem has yet to be solved. In Portland, she said, the following causes of absenteeism have been determined: (1) lack of proper clothing; (2) lack of warm eating places and warm food; (3) inadequate child-care facilities; (4) the shortage of fuel; and (5) inadequate transportation. Mr. Appley was of the opinion that top management will make an effort to remedy causes of absenteeism; if the inadequacies in the plants and communities are not corrected, plants will be faced with the loss of contracts.

THE SITUATION IN THE SOUTH PACIFIC AREA

Miss Hickey introduced Mrs. Roosevelt, who told the committee and the invited guests about her trip to Australia and New Zeland. She discussed the participation of women in home-front occupations and the general conditions existing in the two countries.

Participation of Women.--The problems in New Zeland and Australia are different from the problems facted by the United States, Mrs. Roosevelt stated. Both Australia and New Zeland are agricultural countries which have been forced to industrialize to some extent as a result of the war. Since the start of the industrial program, women have been the principal source of labor; they are not replacing men but are entering occupation new to the country. Thus, there has not been the problem of urging the acceptance of women in occupations formerly performed by man. In addition, the solution of existing difficulties is simplified by the small number of people affected; New Zeland has a population of 1,500,000 and Australia of 7,500,000.

Few homes have domestic help. It is illegal in Australia to have more than one domestic worker in a home, except in Government houses. And women who are hired for domestic help must be unfit for other service. If exceptional circumstances in a home necessitate the services of more than one maid, an appeal must be made to a special board. In New Zeland the shortage of labor is most serious on the farms. Women have taken over most of the direction and are doing most of the heavy work. Maori girls have come to the farms to help. The women have done an outstanding job, Mrs. Roosevelt said.

In Australia there is not much discussion about the balance between military and industrial occupation, probably because the womanpower resources have not been exhausted.

General Conditions Existing in Australia and New Zealand.--Transportation is one of the most difficult problems in Australia. Each State operates its own railroads, and in traveling from one State to another it is necessary to change trains at the border; the gauge is different in each State. A great deal of the pre-war transportation was by boat, but now water travel has been drastically curtailed. It is extremely difficult for a civilian to travel at all; there is only one civilian train a week from Perth to Canberra. And when servicemen and servicewomen want to travel, they have to sit up all night. The trip is long and difficult even when the distance is short.

Mrs. Roosevelt stressed the hospitality which the people in New Zealand and Australia have shown to American servicemen. When the first troops arrived, most of the men from the two countries were in Africa and the Near East. The Americans were welcomed as saviors and were taken into the homes of the inhabitants. Many of the American soldiers told her, Mrs. Roosevelt stated, that they have second homes in the cities where they go on furloughs. The Red Cross has also done an excellent job; with the exception of the directors, local volunteers run the organization.

No one had anything but praise for the fighting qualities of the American servicemen; Australians and New Zealanders said they were proud to fight beside Americans.

There is little production of civilian goods and no shipping. As a result, there is little for soldiers to buy when they are on leave; they deleted the stocks of luxuries long ago. Under the terms of Lend-Lease, Australia and New Zealand supply American troops with meat, dairy products, and vegetables. Because of the tremendous amount of food required for the Services, it is going to be necessary to institute food rationing.

Mrs. Roosevelt regretted the fact that people in the United States write to soldiers overseas of the difficulties they are having at home. The boys are worried; they think there is not enough food. The problems being faced in this country cannot compare with the problems solved daily by 18 and 19 year old soldiers. American servicemen are gaining experiences which, if they are given a chance, will make them resourceful workmen when they return. If, however, they find that there are no jobs and no educational opportunities, they will be a formidable force to face.

In response to an inquiry, Mrs. Roosevelt reported that quite a few women are holding executive positions in business and the professions because of the shortage of men, but that there are no more women holding high executive positions in the Government than there are in the United States. Mrs. Roosevelt expressed the opinion that more women should be sent to islands where there is no longer any danger of attack. Some of the

men have not seen a white woman for a year. When the Red Cross asks for seemingly odd objects, such as fishing tackle and files, the campaign should be supported. On some islands, fishing is the only recreation the boys have. Files are used to carve mother-of-pearl objects, an art learned from the natives.

One committee member inquired whether women in New Zeland and Australia intend to remain in industry after the war. Women in these countries are not very much interested in doing so, Mrs. Roosevelt stated. Most of them take it for granted that they will return to their homes after the war.

Mrs. Roosevelt remarked that the Maori people are treating the American servicemen extremely well. Every Sunday a large group is fed and entertained for the day.

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE TWENTY THIRD MEETING, OCTOBER 29, 1943

10:00 A.M. to 12:30 P.M. and 2:00 to 5:00 P.M.

Room 5545 Social Security Building, Washington, D. C.

CHAIRMAN
Margaret A. Hickey

Committee Members Present

Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elisabeth Christman (Alternate)
Miss Eleanor Park (Alternate)

War Manpower Staff Present

Miss Virginia Price
Miss Rhea Radin

By Special Invitation

Miss Elizabeth Cosgrove

PURPOSE OF THE MEETING

On the second day of the meeting, at the morning session, the committee discussed (1) women in the Government and (2) the program on plant and community facilities and services; in the afternoon the committee met in executive session to hear the reports of the chairman and the subcommittees.

WOMEN IN THE GOVERNMENT

Miss Hickey pointed out that there is a widespread feeling that the Civil Service Commission is discriminating against women by its refusal to appoint them to high Government positions. In addition to the nonrecognition of women for executive positions, some Civil Service announcements of open examinations for low-salaried jobs specify males only, even though the qualifications and duties could easily be filled by a woman.

Miss Cosgrove, recently given a new assignment with the Civil Service Commission, said that the Commission has, in addition to its national office, 13 regional and 11 branch offices; the total staff is 7,000 employees, 3,000 of whom are in Washington. Approximately 94 percent of the employees under the jurisdiction of Civil Service are employed in the field; it is erroneous to think that most Government workers are in Washington. Her job, Miss Cosgrove said, will be liaison--not the placement of women in specific positions but the dissemination of information about jobs for women. She will release information (1) to regional offices concerning the recruitment of properly qualified women for jobs (2) to schools and colleges concerning the training and preinduction qualifications required for positions and (3) to all agencies concerning the recruitment and retention of properly qualified persons. An attempt will be made to initiate factual studies on the employment of women, absenteeism, turnover, upgrading practices, underutilization of skills, etc. Civil Service must depend upon the hiring agencies for working information. The colleges are informed of the number of persons required and the prerequisites for the positions according to the information obtained by the Commission.

Women should be considered for jobs on the same basis as men, Miss Cosgrove remarked, and should be afforded equal opportunities for equal qualifications. Women should be recognized as an integral part of the labor force of America, not as an emergency pool.

A committee member inquired why the study of women is a separate project and not part of an inclusive survey covering the utilization of all Government employees. A complete study is being made, Miss Cosgrove replied, but with 3 million employees to cover, the study has been broken down into several projects. A comprehensive survey must be made on the discrimination against women for responsible Government positions. There is nothing in the statute under which the Civil Service Commission operates which would force an agency to accept a woman for a position if

a man is specified. The Commission has to approve a man if he is eligible. The number of trained women available for responsible jobs must also be investigated. In those areas which have emphasized the training of women, the hiring of women for skilled and responsible work has increased.

Miss Hickey pointed out that some progress has been made towards eliminating official racial discrimination; hiring agencies are not permitted to specify race or religion. She suggested that the Civil Service Commission be urged not to specify sex unless the nature of the job precludes acceptance of a woman. There have been many improvements in the operation of Civil Service in the past 7 years, Miss Cosgrove said. In fact, many progressive measures contemplated by the Commission had to be postponed because of the war. The committee was of the opinion that discrimination should be halted at the Federal level. It was decided, however, that the committee should study the rules and regulations governing the Commission before a statement is made.

PLANT AND COMMUNITY FACILITIES AND SERVICES

Program of the Bureau of Manpower Utilization.--Copies of the Bureau of Manpower Utilization's Field Instructions Number 70, covering the programs on plant and community facilities and services, will be supplied to the committee, Miss Radin said. The program, which was prepared as a guide for manpower utilization consultants, has been well received in those regions which have obtained copies. In Region 5, the comment was made that the program was the first actual guide indicating what has to be done. Area and regional directors are realizing that facilities and services are an integral part of manpower problems and they are now receptive to the suggestions that the committee has been making for over a year. They know that production cannot be maintained unless turnover is minimized. Every regional manpower program has given recognition to the problems of facilities, but until now there has been little action. If regional WMC directors are instructed that it is their job, they will be willing to see that service inadequacies are corrected. The authority is vested in WMC to implement the program; now is the time to act, Miss Radin said.

Committee members inquired whether it would be possible to have regional directors send information to the Women's Advisory Committee. Miss Hickey indicated that she would inquire whether such action would be permissible.

Food.--The committee set up by Judge Marvin Jones at the request of WMC to study food problems has had two meetings, Miss Radin reported. Specifically, the committee was set up to see that there are (1) adequate eating facilities for workers and (2) sufficient supplemental rations for workers in heavy occupations, i. e., mining and logging. There is a division of responsibility among the agencies represented on the committee--OPA, WPB, WMC, WFA. The WFA will determine the merits of the cases submitted by the WMC and the Labor Production Division of WPB; (information

will be obtained from the manpower utilization staff of WMC); the WPB Office of Civilian Requirements will pool equipment so plants can obtain what they require; OPA will supply supplemental rations; and WMC will attempt to stabilize manpower.

This action will alleviate but will not solve the community restaurant problem, Miss Radin said. Restaurants that cater to industrial workers will be included in the determined provisions. OPA will enforce price ceilings. The agencies in each region will be responsible for implementation of the procedures developed and approved by the national committee.

EXECUTIVE SESSION

Report of the Chairman.--Miss Hickey reported that the inadequacy of food facilities, reemphasized at the last meeting, is being studied and that a report will be made to the committee.

In regard to the committee's appraisal of womanpower, Miss Hickey said, Mr. Appley advised against the issuance of the statement in its present form because it includes an evaluation of WMC policy. Mr. Appley recommended that one of two separate statements be prepared; one, on the trends in the employment of women, for release or one, for presentation to the Chairman, on the evaluation of WMC policy. A memorandum has already been submitted to Mr. Appley, Miss Hickey stated, and the staff has been asked to prepare an appropriate statement for release to the public.

Miss Hickey inquired whether the committee would like her to make an attempt to have the Women's Advisory Committee invited to attend the joint meeting between the Management-Labor Policy Committee and the regional directors. The committee expressed the opinion that attendance at the joint meeting would be beneficial, and a motion was unanimously passed that Miss Hickey try to arrange for it.

SUBCOMMITTEE REPORTS

Community Facilities and Services.--Mrs. Dunbar, chairman, reported that the subcommittee had discussed the Thomas Bill and the Norton Resolution; there has been little change in the status of the bills since the last meeting.

It was decided by the subcommittee that Miss Radin's report, submitted to the entire committee during the morning session, should be supported and that it should be revised for release to women's organizations. Miss Hickey suggested that Dr. Haber be requested by the committee to assign Miss Radin to revising the program. There is sufficient material available to draw up a guide for dissemination to women's organizations, it was felt. The committee agreed that a memorandum should be sent to Dr. Haber. It was further suggested that the committee recommend that consideration be given by the WMC to the implementation of the program at the local level.

Inquiry was made whether the committee desired to take any stand against the 200 percent utilization of schools in defense plant areas. Under a Maritime Commission regulation, it was reported, all schools in areas where the FHA has built new units must be operated on a two-shift basis. Each child receives only 4 hours of schooling a day because facilities are inadequate to permit all children to attend school at the same time. As a result, children are left to their own devices for half a day, truancies have increased, and turnover in the plants has increased because families are moving to regions where education for their children will be insured. The Office of Education is opposing the Maritime Commission regulation. The committee voted unanimously to send a letter to the Chairman with the request that he appeal to the Maritime Commission to make more educational facilities available in defense plant areas.

Miss Lenroot is of the opinion that a statement should be prepared defining the types of child-care services and facilities which should be located in the community and which should be in the plant, Mrs. Dunbar informed the committee. Miss Hickey suggested that Mrs. Dunbar and Miss Christman meet with Miss Lenroot and Miss Anderson to draw up a policy statement for the approval of the committee. The statement when approved by the full committee will be submitted to the Chairman.

The committee questioned the advisability of taking a stand on the merits or demerits of child-care nurseries for infants under 2 years. The committee is on record as opposing the employment of mothers of small children until all other sources of labor are exhausted, it was pointed out, but condemnation of nurseries for infants may be construed as discrimination against those women who must work for economic reasons. The suggestion was made that, when the community facilities and services program is revised, the necessity for child-care facilities for the convenience of mothers who have to work be emphasized.

Public Relations and Post-War Planning.--In the absence of Dr. Franklin, Miss Bloodworth, chairman of the Subcommittee on Public Relations, acted as chairman of the Subcommittee on Post-War Planning. The two subcommittees met jointly.

In answer to the subcommittees' inquiry why the statement approved at the previous meeting had not been released, Miss Hickey reported that the WMC was of the opinion that the statement was merely a reiteration of the committee's previous statement. The committee discussed the advisability of releasing the statement as an answer to Mr. Thomas' announcement that industry does not want to retain women after the war. It was decided, however, that it would be more practicable to tie in the committee's statement with the trend of women to leave war jobs for more secure positions. Women are confused by the attitudes that imperil economic security, Miss Hickey stated. The committee is concerned about the reluctance of women to accept industrial jobs because of the uncertain future, she said. The recommendation was made that the statement, outlining

the contribution of women to the war effort and the necessity for recognizing their position in the post-war period, be correlated with the reluctance of women to accept war jobs and the effect of this reluctance on the war effort. A suggestion was made that the committee also reiterate the necessity for women to take neighborhood jobs.

Inquiry was made whether it would be feasible for the individual members of the committee to meet with women's organizations in their areas in order to obtain a broad view of the opinions on post-war planning. The committee thought it would be very beneficial for its members to meet with women's groups if it is possible to do so. Women should be urged to inform themselves of current issues and to use their influence at the opportune time, a committee member stated.

NEXT MEETING

The next meeting will be held on December 2 and 3, 1943.

****

Bloodworth October 29, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE RELATIVE TO POST-WAR STATEMENT FORMULATED AT THE OCTOBER MEETING

dupe

It was recommended

THAT: The post-war statement formulated by the sub-committee on post-war at the October meeting of the Women's Advisory Committee be correlated with the reluctance of women to accept war jobs and the effect of this reluctance on the war effort.

Dunbar October 29, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO REVISION OF GUIDE FOR PROGRAMS ON PLANT AND COMMUNITY FACILITIES AND SERVICES

It was recommended

THAT: A memorandum be sent to Dr. Haber, requesting revision of the Guide for Programs on Plant and Community Facilities and Services, setting the material up in a form suitable for release to women's organizations.

Dunbar October 29, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO CONTACT BY THE CHAIRMAN OF THE COMMITTEE WITH REGIONAL DIRECTORS ON PROBLEMS IN CONNECTION WITH PLANT AND COMMUNITY FACILITIES

It was recommended

THAT: The Chairman of the Committee undertake to obtain approval of direct contact relations with the Regional Directors on problems in connection with plant and community facilities in the respective regions.

Matyas October 29, 1943

MOTION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO JOINT MEETING WITH REGIONAL DIRECTORS

It was moved and adopted

THAT: The Chairman of the Committee seek to arrange a meeting of the Women's Advisory Committee with the members of the Management-Labor Policy Committee and the Regional Directors of the War Manpower Commission, when the latter next come to Washington.

ORR--WMC--760

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

For Immediate Release
Friday, October 29, 1943 PM-4458

The War Manpower Commission's Women's Advisory Committee today recommended, as a measure vital to the Government's war production program, the immediate wide-scale development of adequate in-plant training programs for women workers.

"To develop new recruits into efficient war production workers, the War Manpower Commission is assisting industry throughout the United States in setting up over all training systems," Miss Margaret Hickey, Chairman of the Committee, explained. "But present conditions require that new impetus be given these programs at once, so as to assure their operation in or in close co-operation with a greater number of plants over the country and their adequacy to meet the needs of women workers in the individual plants.

"All women with considerable work experience are already on the job. Of those women who go to work from now on, some few will have limited work experience. But most of them will have had no industrial experience at all. To many of them every tool, machine and term will be new and strange.

"Even when a production job requires very little training for the actual performance of the work itself, some training and adjustment to factory conditions and procedures are neverthless necessary before an inexperienced woman can be placed effectively in any department of the plant.

"To help maintain a satisfactory degree of morale and to keep women working at their highest efficiency and producing to their maximum capacity, carefully planned step-by-step training on the job should be given by well-chosen, skilled supervisors or leadmen. Most effective results have been obtained in plants where management has given as much weight to training plans as to other production problems."

On the basis of War Manpower Commission reports and studios of current employment problems and needs considered at today's session of the women's advisory group, the Committee recommended for women workers a four-fold plant training program as follows:

(1) Orientation and pre-production training.
(2) On-the-job training under trained instructors.
(3) Supplementary training for those who wish to increase their skills.
(4) Transfers and retraining when this would be in the interests of increased war production.

To assure the proper placement, transfer and upgrading of women to replace skilled employees, counseling service, which has been tested out with valuable results to some plants, should become an important part of the personnel technique of every large plant, Miss Hickey added.

As an aid to its program of assisting industry in setting up training systems, the War Manpower Commission has just released a new bulletin prepar by its Bureau of Training under the title, "Training Women for War Work." Bureau Training also has compiled a series of reports from Regional Chiefs Training which are assembled under the title, "Training Womanpower."

X-2239

Bloodworth October 29, 1943

SUGGESTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO INDIVIDUAL MEMBERS OF THE COMMITTEE MAKING IT A POINT TO MEET WITH WOMEN'S ORGANIZATIONS IN THEIR AREAS

It was suggested

THAT: Individual members of the Women's Advisory Committee make it a point to meet with women's organizations in their respective areas in order to obtain a broad view of their opinions on post-war planning.

Dunbar October 29, 1943

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO REPORT BY MISS RHEA RADIN ON INADEQUACY OF PLANT AND COMMUNITY FOOD FACILITIES

It was recommended

THAT: Memorandum be sent to Dr. Haber requesting Miss Rhea Radin's attendance at December meeting of the sub-committee on community facilities and services and also at the meeting of the full Committee to report on the inadequacy of plant and community food facilities.

October 29, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO OBTAINING FROM OFFICE OF EDUCATION INFORMATION AS TO ADEQUACY OR INADEQUACY OF EDUCATIONAL FACILITIES AVAILABLE TO CHILDREN IN WAR PLANT AREAS

It was recommended

THAT: The Women's Advisory Committee obtain from Dr. Studebaker of the Office of Education information as to the adequacy or inadequacy of educational facilities available to children in war plant areas.

October 29, 1943

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO FORMULATION OF A STATEMENT DEFINING THE TYPE OF CHILD CARE FACILITIES AND SERVICES WHICH SHOULD BE LOCATED IN THE PLANT AND IN THE COMMUNITY

It was recommended

THAT: Mrs. Dunbar, Miss Christman, Miss Lenroot of the Children's Bureau, and Miss Mary Anderson of the Women's Bureau, U. S. Department of Labor, meet together in Washington a day in advance of the December meeting of the Women's Advisory Committee to formulate a statement defining the type of child care facilities and services which should be located in the plant and in the community.

WMC – Women's Advisory Committee NOV. 1943

WAR MANPOWER COMMISSION
WOMEN'S ADVISORY COMMITTEE
Room 5743 - Social Security Building
Telephone Ex. 4660 - Ext. 3442

November 11, 1943

MEMORANDUM

TO: Members, Women's Advisory Committee

FROM: Virginia Price, Executive Secretary

The next meeting of the Women's Advisory Committee is scheduled for December 2nd and 3rd, 1943, at 10:00 a.m., in Room 5545, Social Security Building.

The Minutes of the October meeting of the Committee, together with tentative Agenda for the next meeting, are attached. oct. minutes

Copies of the seven recommendations and one suggestion made by the Committee at the last meeting are enclosed. 7 recommends 1 sug by com

Your copy of the Guide for Programs on Plant and Community Facilities and Services is enclosed herewith. For consideration along with this bulletin, I attach copy of Case Histories of Plant and Community Adjustments Affecting Utilization of Manpower.

You will recall Mr. Appley's suggestion that certain materials be forwarded to you. The brochure on the Dayton Plan has already gone forward to you. In line with Mr. Appley's suggestion, I enclose copy of Mr. Byrnes' letter regarding the recruitment of specialized personnel and of women for the Women's Reserve of the Army, Navy, Marine Corps, and Coast Guard.

As further suggested by Mr. Appley, I forward herewith copy of Summary Report on Activities of the Bureau of Manpower Utilization.

Sufficient copies of Hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, on First Supplemental National Defense Appropriation Bill for 1944 are unavailable at this time. They will be forwarded you at the earliest possible date.

You will no doubt be interested in the enclosed copy of the Preliminary Survey on the Effect of Extension of the minimum Wartime Workweek.

At the October meeting, members of the Committee indicated their interest in obtaining copy of John H. G. Pierson's "Employment after the war." Copy is enclosed.

(over) ??

WMC, - Women's Advisory committee - Dec. 1943

Bloodworth December 2, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PROPOSAL TO INVITE REPRESENTATIVES OF NATIONAL WOMEN'S ORGANIZATIONS TO ATTEND A SESSION OF THE COMMITTEE

It was recommended

THAT: Representatives of national women's organizations be invited to attend a session of one of the meetings of the Women's Advisory Committee early in 1944.

December 3, 1943

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO WPB RESTRICTIONS ON THE ERECTION OF SCHOOL HOUSES

It was moved and adopted

THAT: The Chairman of the War Manpower Commission be requested to recommend to the War Production Board the review and relaxation of restrictions imposed on the building of school houses due to the shortage of materials.

Franklin December 3, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO WOMEN WORKERS AND PLANS FOR CONVERSION OF INDUSTRY FROM WAR TO CIVILIAN PRODUCTION

It was recommended

THAT: A statement, prepared by the sub-committee on post-war, in support of the official policy, which makes no distinction between male and female workers, be submitted to the Chairman of the War Manpower Commission, with the request that copy of the statement be forwarded to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization, for consideration in connection with the formulation of plans for conversion of industry from war to civilian production.

ADVANCE RELEASE ---- ADVANCE RELEASE

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

Advance Release: For Thursday Afternoon Papers, December 2, 1943.

Price WMC-3442 PM-4473

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its sub-committee on post-war planning, today made public the following statement:

"The assumption on the part of many male workers and employers that women form a labor reserve to be called up temporarily is having its repercussion in war production today. The belief of many women that they are a reserve group for war employment only is held by the Committee to be a contributing cause of under-utilization, absenteeism, and turnover of women in the wartime labor market.

"The Women's Advisory Committee was appointed to study the national situation, advise the War Manpower Commission with respect to conditions militating against the most effective utilization of women, and make recommendations for the correction of these conditions when considered practicable.

"The Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort.

"Recognizing that in winning the war, consideration must be given also to winning the peace, the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

"Upon early recommendation of the Women's Advisory Committee, the War Manpower Commission adopted a policy to the effect that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted; that women should be admitted on a basis of equality with men to all forms of training; and that wage rates should be determined on the basis of work performed, irrespective of sex.

(Over)

"The Women's Advisory Committee is unanimously of the opinion that the above wartime policy should be extended into the post-war period. It is opposed to discrimination in employment on the basis of sex in time of peace or war.

"If the rights of women workers are to be protected, intelligent and comprehensive programs will have to be evolved and put into effect. The Committee is of the opinion that national planning should be taking definite shape now to provide employment outlets for everyone who wants to work--both men and women--after the war.

"The Committee is in full recognition of the fact that men in the armed forces will have their old jobs back when they return if they want them. This is written into the Selective Service Act. It is further recognized that some women will leave their jobs of their own accord and return to their homes as soon as possible.

"But any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status, which they do not wish to lose.

"Prospects for job security and other new job opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace.

"The American people, therefore, must demand consideration of the status of women in all post-war plans. This consideration is important to the war effort now, and it is socially desirable for the post-war period."

# # #

Women's Adv. Com

December 3, 1943

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its subcommittee on post-war planning, unanimously agreed to submit the following statement to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization:

In the conversion of industry from war to civilian production, the resultant transfer, shifting, and demobilization of large numbers of workers present a major problem, which, in the opinion of the Women's Advisory Committee, requires serious consideration now.

The Women's Advisory Committee is in full recognition of the fact that when men of the armed forces return, they will, and should, have their old jobs back if they want them. This is written into the Selective Service Act. But utilization of all human resources constitutes the major goal of any democratic nation. This can be achieved only if the economy offers full employment. Therefore, all planning for economic readjustment, both now and after the war, should center on the provision of work opportunities for, and machinery for appropriate placement of, all adults in the labor market.

The Women's Advisory Committee approves and supports the official policy which makes no distinction between male and female workers. But in the industrial and professional world, the traditional practice of discrimination against women workers persists. The Committee recommends special attention to the problem of applying and enforcing the principle of the right of women to work.

Only through positive and specific planning for the appropriate placement of individual workers, regardless of sex, can maximum efficiency in our industrial structure be assured and harmony in social relationships be achieved.

To furnish guidance for more comprehensive programs at the close of the war, experimental programs of reemployment should be undertaken now while the problems of conversion are being encountered only in their initial stages.

The Women's Advisory Committee is of the opinion that the following fundamental considerations should be included in the formulation of such programs:

(1) Let us have a fair, honest and accurate definition of "full employment," which is generally agreed to be the key to desirable post-war adjustments.

Employers, and even officials, have assumed that a great number of persons will leave gainful employment when the war ends. A frequent statement runs, "Many women now at work will return to their homes."

The Committee is fully appreciative of the special responsibility of women for family life in our society and also of the desire of millions of women to devote their full time to it. Nevertheless, all evidence so far made available to the Committee tends to show that a relatively small proportion of the women now at work expect to withdraw from the labor market after the war.

It must be borne in mind that almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status which they do not wish to lose.

The Women's Advisory Committee feels that on the basis of studies of current trends, previous experience, or sampling interviews, estimates should be made of the number of women who choose to remain in the labor market.

Until proof is given that a substantial proportion of the currently working women will voluntarily forego employment after the war, we must define full employment to include all women now at work--those in and outside the armed forces.

(2) During the war, placement of workers has of necessity been more or less haphazard. Recruitment, employment, and assignment have been effected under pressure, with little application of sound personnel principles. It is suggested that now is the time when each employer should be urged to evaluate the qualifications and skills of his present workers in the light of his post-war labor requirements.

Personnel to be retained after the war should be selected so far as possible on the basis of objective criteria.

(3) All training and re-training programs should include women as well as men; and these programs should be made available to all workers within industry, as well as to persons released from the armed services. Technical and professional training opportunities, for example, should be provided for women as well as for men who have entered the labor market during the war and who may choose particular types of training for future vocational development.

(4) Agencies dealing with labor relations should lead the way in breaking down widely established practices of relegating women to second line in lower positions of leadership and service, for economic progress depends upon united action by all groups. Unions should lead the way against this kind of discrimination, to the end that women workers as members may have equal opportunity to contribute to economic progress.

(5) Standards of wages, hours, and working conditions desirable in a peacetime economy should be restored as rapidly as possible. Greater continuing emphasis must be placed on the enforcement of such principles as "equal pay for equal work." At the same time, where it is obviously necessary to set up special standards for women (e.g., maternity leave privileges), wider acceptance of these standards should be encouraged. These are merely examples of the problems which confront not only women workers, but the entire country.

The Women's Advisory Committee recommends that the membership of government and industry committees planning industrial conversion include persons who (1) are thoroughly conversant with, and interested in, the employment problems of women; (2) recognize that "full employment" means employment for every capable man and women wishing to work; and (3) will plan realistically toward the objective of full employment for all employables.

Already post-war reconstruction plans in Australia and in England include the policy of aiming to "provide a job for every man and woman who wants one." We in this country, too, need to be swift in adjusting to the times; in taking account of the changes in women's employment status; and in planning for that great problem of post-war world--the successful employment of the whole population.

War Man Bur
Women's Advisory Comm

ADVANCE RELEASE ---- ADVANCE RELEASE

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

Advance Release: For Thursday Afternoon Papers, December 2, 1943.

Price WMC-3442 PM-4473

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its sub-committee on post-war planning, today made public the following statement:

"The assumption on the part of many male workers and employers that women form a labor reserve to be called up temporarily is having its repercussion in war production today. The belief of many women that they are a reserve group for war employment only is held by the Committee to be a contributing cause of under-utilization, absenteeism, and turnover of women in the wartime labor market.

"The Women's Advisory Committee was appointed to study the national situation, advise the War Manpower Commission with respect to conditions militating against the most effective utilization of women, and make recommendations for the correction of these conditions when considered practicable.

"The Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort.

"Recognizing that in winning the war, consideration must be given also to winning the peace, the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

"Upon early recommendation of the Women's Advisory Committee, the War Manpower Commission adopted a policy to the effect that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted; that women should be admitted on a basis of equality with men to all forms of training; and that wage rates should be determined on the basis of work performed, irrespective of sex.

(Over)

"The Women's Advisory Committee is unanimously of the opinion that the above wartime policy should be extended into the post-war period. It is opposed to discrimination in employment on the basis of sex in time of peace or war.

"If the rights of women workers are to be protected, intelligent and comprehensive programs will have to be evolved and put into effect. The Committee is of the opinion that national planning should be taking definite shape now to provide employment outlets for everyone who wants to work--both men and women--after the war.

"The Committee is in full recognition of the fact that men in the armed forces will have their old jobs back when they return if they want them. This is written into the Selective Service Act. It is further recognized that some women will leave their jobs of their own accord and return to their homes as soon as possible.

"But any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status, which they do not wish to lose.

"Prospects for job security and other new job opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace.

"The American people, therefore, must demand consideration of the status of women in all post-war plans. This consideration is important to the war effort now, and it is socially desirable for the post-war period."

###

WMC WAC

24th Meeting December 2, 1943

Chairman
Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Dr. Esther Cole Franklin
Mrs. Beatrice Gould
Mrs. Blanche Ralston
Miss Elisabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present
Miss Gertrude Alexander
Mrs. Verda Barnes
Mrs. May Thompson Evans
Mr. Clinton Golden
Dr. William Haber
Miss Sara Leiter
Miss Virginia Price

PURPOSE OF THE MEETING

During the morning the committee met in executive session to hear Dr. Haber's report on the manpower situation. In the afternoon Mr. Golden spoke about labor relations in the conversion period, and the Subcommittee on Public Relations presented its report.

. . . . . .

Page 5

The WMC is setting up planning committees to study post-war problems, and Mr. Baruch has been urged by the WMC to set up an interagency policy committee on conversion. Dr. Haber suggested that the Women"s Advisory committee consider conversion and post-war paroblems and submit its recommendations to Mr. Baruch.

The committee agreed that recommendations submitted to Mr. Barush should stress the necessity for considering women in the post-war and conversion programs. The suggestion was made that recommendations should be based on the current situation, to insure consideration for women when cut-backs occur. The action taken now will probably be used as a basis for future policy; present releases overlap post-war conversion problems. Also, unless women are assured that their position in industry will be protected after the war, they will not enter the labor market now.

WMC Reports.-- Copies of the following publications will be made available to members of the committee, Dr. Haber stated:

1. A confidential monthly report on the actions of the WMC.
2. A confidential report on the operation of the West Coast Plan.
3. A report on community facilities that stresses matters pertaining to medicine and health.

4. A report on the recruitment of women for wartime employment.

5. A program pertaining to the transfer of women.

. . . . . .

The reconversion must be handled intelligently if the peace is to be won, Mr. Golden said. The capacity of many industries has been greatly increased. Planning must be based on full utilization of expanded facilities, not on pre-war capacities. If production decreases, the problem will be tremendous; people cannot be stock-piled. Workers released as a result of cut-backs must be absorbed into productive activities. Planning must start now.

. . . . . .

Page 8

Committee members pointed out that post-war employment of women has to be considered. Many women have been trained in skills that were formerly performed by men; many unskilled women workers (e.g., domestic workers) are now employed in semiskilled work and will not want to return to their former employment standards. The prejudice against women will have to be overcome by employers and unions alike. Mr. Golden thought that a great number of women will return to their homes after the war. Those who want to remain in industry, however, should be able to do so; there should be full employment for all who want to work. If there is an opportunity for all, the problem of discrimination, which arises as a result of insecurity and fear, will be minimized. Initially, in the transition period, there will be some terminations. The President has stated that in this period seniority status should be preserved; returning soldiers should be able to return to former jobs. The services of some women will be terminated. But after the transition period, employment will depend upon the effectiveness of a full employment program. Miss Hickey pointed out that fear of post-war unemployment is detrimental to the further recruitment of women.

A committee member said that fear is created because workers think production goals are not being met. Morale would be improved if workers were praised. Also, it was stated, there is a wave of uniformed optimism now. If the public were better informed, there would be a willingness to make sacrifices and to share the burden of the war to a greater extent. Mr. Golden agreed that an understanding of the issues involved is important if maximum cooperation is to be expected. The release of more information is now being considered.

The widespread assumption that a great number of women will return to their homes was questioned by the committee. Inquiry was made whether the percentage of women who actually intend to leave industry can be determined. Miss Barnes indicated that it may be possible to interview women in cut-back areas.

Concern was expressed that, when terminations occur, older women will be released first, regardless of their competency. Miss Hickey called attention to the article on older women which appeared the Ladies Home Journal and which was reprinted and widely disseminated/

REPORT OF THE SUBCOMMITTEE ON PUBLIC RELATIONS

At the last meeting, members were urged to meet with women's groups to hear their opinions on current and post-war problems, Miss Bolldworth recalled. She reported that she had obtained some information about child-care facilities and problems in the Metropolitan area, but that she would attempt tomeet with organization leaders before the next meeting. Other committee members indicated that they would also attempt to secure information for the next meeting. A suggestion was made and approved that representatives of national women's organizations be invited to attend a session of one of the Women's Advisory Committee meetings, possibly the February session.

WMC WAC

25th meeting December 3, 1943

Chairman
Margaret A. Hickey

Committee Members Present
Mrs. Harris T. Baldwin
Dr. Esther Cole Franklin
Mrs. Beatrice Gould
Mrs. Blanche Ralston
Miss Elisabeth Christman (alternate)
Miss Eleanor Park (alternate)

War manpower Staff present

Miss Gertrude Alexander
Miss Charlotte Carr
Mr. J. Walter Dietz
Mrs. Dorothy Ducas
Mrs. Genevieve Forbes Herrick
Miss Virginia Price
Mr. Virgil Rowland
Miss Mary Switzer

PURPOSE OF THE MEETING

On the second day of the meeting, the Chairman gave her report; Miss Mary Switzer spoke on the Federal Security Agency; Mr. J. Walter Dietz and Mr. Virgil Rowland Explained the operation of the WMC training-within-industry program; and the Chairman of the Subcommittee on Post-War Planning submitted a memorandum on conversion.

REPORT OF THE CHAIRMAN

Miss Hickey told the committee that Miss Carr and Dr. Eveline Burns had requested her to explain that their respective speeches on women in the post-war world had been misinterpreted in the press. The controversy between Miss Carr and Dr. Burns, which the newspapers exposed, is nonexistent; both women agree on basic policies. Miss Hickey read the portions of both addresses which had been misrepresented.

The Women's Auxiliary of the CIO had submitted its report on issues involving women and child care to the committee, Miss Hickey stated. She read the portions of the report outlining the child-care program adopted by the organization and pointed out that, on most issues, the report follows the program of the committee. The Women's Auxiliary of the CIO, however, favors group care for infants, whereas the Women's Advisory Committee is opposed to group care for children under the age of 18 months. Also, the CIO organization is supporoting the Norton Bill, whereas the committee is taking no stand on the proposed amendment to the Lanham Act. The report includes a resolution calling for a uniform policy and defined standards for pregnant women in industry. In this connection, Miss Hickey distributed copies of the "Maternity Policy for Industry" prepared by the U. S. Department of Labor. She

suggested that the committee members study the policy before the next meeting, in preparation to discuss whether the Women's Advisory Committee should recommend to the War Manapower Commission adoption of the Department of Labor Program.

A report on overcrowding in schools had been received from Dr. Studebaker's office. In effect, Miss Hickey said, the statement indicatd that there must be 200 per cent use of schoolhouse before the WPB will authorize a priority for materials. In view of the easement of the materials situation, the committee unanimously voted to recommend that restrictions imposed on the building of schools because of the materials shortages be reviewed and relaxed. The recommendation will be submitted to Mr. McNutt with the request that he present it to the WPB.

Copies of the following documents were distributed:

1. An outline of the history of the Women's Advisory Committee
2. A USES manuala on the recruitment of women.

. . . . . .

THE FEDERAL SECURITY AGENCY

Miss Mary Switzer told the committee about the operations of the major FSA buraaus which are concerned with problems of health.

. . . . . .

Miss switzer urged the Women's Advisory Committee to consider the problem of rehabilitating handicapped women. This is an ideal time to place these women in industry, she said. The problem of placing handicapped women is one that takes special consideration and that has been neglected. Heretofore the emphasis has been on training; now consideration is being given to cure.

. . . . . .

Registration of Nurses--An attempt is being made by the FSA to classify and register all the nurses in the United States. The shortage of nurses is a tremendous problem; the Army wants to recruit a great number without crippling communities. Registration may be an aid to proper distribution and to determination of shortage areas.

Special nursing is being discouraged and group nursing encouraged. Visiting nurses are being requested to be selective in the cases they accept. Public understanding of the seriousness of the nursing shortage is important; the country has not realized the criticalness of the situation because, fortunately, there have been no widespread or serious epidemics.

Proper distribution of existing personnel is a major consideration. The supply of doctors and nurses in rural areas was depleted at the start of the war. The large pols of nurses and doctors are in urban areas although, even in the cities, distribution is unbalanced; there are many private-duty nurses available, but hospital staffs are minimized. Institutional nurses are low-paid and hard-worked.

The training-within-industry programs have worked in cooperation with hospitals in a few cases. If it were not for the volunteers, many hospitals would be in a serious condition. Miss Switzer Told the committee about a group of volunteer white-collar workers who devote several hours nightly to cleaning a hospital in their city.

The goal of the United States Nurses' Cadet Corps is 65,000 for the year, but only 40,000 new students, approximately the same number as last year, have enrolled. The total enrollment is 83,000. The training program has been accelerated; a 30-months' course is the maximum.

. . . . . .

Mr. Rowland said that there are women supervisors in plants and that women instructors are used as well as men. The committee thought that the TWI program is an import step towards more democratic practices in industry and that, after the war, the program should be expanded to include all industries, institutions, unions, and commercial enterprises.

SUBCOMMITTEE ON POST-WAR PLANNING

Dr. Franklin, chairman of the subcommittee, submitted a draft of a memorandun om "Women Workers and Conversion Plans" for the approval of the committee. The draft was discussed, and several editorial changes were suggested and approved. The memorandum, which will be submitted to Mr. Baruch, stresses the necessity for utilization of all labor in the post-war economy. While the Women's Advisory Committee supports the official policy which makes no distinction between male and female workers, the continuing discrimination against women is pointed out. Only immediate, positive, and specific planning will assure post-war industrial efficiency and social harmony. Experimental programs should be instituted now in areas where conversions are being made so as to provide a guide for more comprehensive reemployment programs in the future.

The memorandum disputes the assumption that many women will return to their homes and points out that available evidence indicates that a relatively small proportion of the women now at work expect to withdraw from the labor market. The suggestion is made that data be collected before a questionable assumption is used as the basis for policy determination. Until proof is given to the contrary, full employment must be defined to include all women who now work.

Provision should be made to insure the appropriate placement of the individual worker, the statement indicates. The suggestion is made that each plant be urged to evaluate the skills and capabilities of its workers in the light of its post-war labor requirements. Selection of personnel to be retained should be on an objective basis.

The memorandum also points out that (1) all training programs must include women and should apply to industrial workers as well as to discharged servicemen; (2) agencies dealing with labor relations must find a way to prevent discrimination against women workers by the officials of the labor organizations; and (3) wages, hours, and working conditions desirable in a peacetime economy should be restored as soon as possible.

The recommendation is made that, in the formation of these policies, the Government, labor, and industry committees dealing with planning for industrial conversion should include persons who are interested in and thoroughly conversant with the problems in the employment of women.

Franklin December 3, 1943

Dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO WOMEN WORKERS AND PLANS FOR CONVERSION OF INDUSTRY FROM WAR TO CIVILIAN PRODUCTION

It was recommended

THAT: A statement, prepared by the sub-committee on post-war, in support of the official policy, which makes no distinction between male and female workers, be submitted to the Chairman of the War Manpower Commission, with the request that copy of the statement be forwarded to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization, for consideration in connection with the formulation of plans for conversion of industry from war to civilian production.

Women's Advisory Committee
War Manpower Commission
Room 5353 Social Security Building
Washington, D. C.
Ex. 4660 - Ext. 3442

December 3, 1943

STATEMENT OF WMC WOMEN'S ADVISORY COMMITTEE
RELATIVE TO POST WAR EMPLOYMENT OF WOMEN

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its subcommittee on post-war planning, unanimously agreed to submit the following statement to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization:

In the conversion of industry from war to civilian production, the resultant transfer, shifting, and demobilization of large numbers of workers present a major problem, which, in the opinion of the Women's Advisory Committee, requires serious consideration now.

The Women's Advisory Committee is in full recognition of the fact that when men of the armed forces return, they will, and should, have their old jobs back if they want them. This is written into the Selective Service Act. But utilization of all human resources constitutes the major goal of any democratic nation. This can be achieved only if the economy offers full employment. Therefore, all planning for economic readjustment, both now and after the war, should center on the provision of work opportunities for, and machinery for appropriate placement of, all adults in the labor market.

The Women's Advisory Committee approves and supports the official policy which makes no distinction between male and female workers. But in the industrial and professional world, the traditional practice of discrimination against women workers persists. The Committee recommends special attention to the problem of applying and enforcing the principle of the right of women to work.

Only through positive and specific planning for the appropriate placement of individual workers, regardless of sex, can maximum efficiency in our industrial structure be assured and harmony in social relationships be achieved.

To furnish guidance for more comprehensive programs at the close of the war, experimental programs of reemployment should be undertaken now while the problems of conversion are being encountered only in their initial stages.

The Women's Advisory Committee is of the opinion that the following fundamental considerations should be included in the formulation of such programs:

(1) Let us have a fair, honest and accurate definition of "full employment," which is generally agreed to be the key to desirable post-war adjustments.

Employers, and even officials, have assumed that a great number of persons will leave gainful employment when the war ends. A frequent statement runs, "Many women now at work will return to their homes."

The Committee is fully appreciative of the special responsibility of women for family life in our society and also of the desire of millions of women to devote their full time to it. Nevertheless, all evidence so far made available to the Committee tends to show that a relatively small proportion of the women now at work expect to withdraw from the labor market after the war.

that almost [illegible] are not newcomers

Women's Advisory Committee
War Manpower Commission
Room 5353 Social Security Building
Washington, D. C.
Ex. 4660 - Ext. 3442

December 3, 1943

STATEMENT OF WMC WOMEN'S ADVISORY COMMITTEE RELATIVE TO POST WAR EMPLOYMENT OF WOMEN

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its subcommittee on post-war planning, unanimously agreed to submit the following statement to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization:

In the conversion of industry from war to civilian production, the resultant transfer, shifting, and demobilization of large numbers of workers present a major problem, which, in the opinion of the Women's Advisory Committee, requires serious consideration now.

The Women's Advisory Committee is in full recognition of the fact that when men of the armed forces return, they will, and should, have their old jobs back if they want them. This is written into the Selective Service Act. But utilization of all human resources constitutes the major goal of any democratic nation. This can be achieved only if the economy offers full employment. Therefore, all planning for economic readjustment, both now and after the war, should center on the provision of work opportunities for, and machinery for appropriate placement of, all adults in the labor market.

The Women's Advisory Committee approves and supports the official policy which makes no distinction between male and female workers. But in the industrial and professional world, the traditional practice of discrimination against women workers persists. The Committee recommends special attention to the problem of applying and enforcing the principle of the right of women to work.

Only through positive and specific planning for the appropriate placement of individual workers, regardless of sex, can maximum efficiency in our industrial structure be assured and harmony in social relationships be achieved.

To furnish guidance for more comprehensive programs at the close of the war, experimental programs of reemployment should be undertaken now while the problems of conversion are being encountered only in their initial stages.

The Women's Advisory Committee is of the opinion that the following fundamental considerations should be included in the formulation of such programs:

(1) Let us have a fair, honest and accurate definition of "full employment," which is generally agreed to be the key to desirable post-war adjustments.

Employers, and even officials, have assumed that a great number of persons will leave gainful employment when the war ends. A frequent statement runs, "Many women now at work will return to their homes."

The Committee is fully appreciative of the special responsibility of women for family life in our society and also of the desire of millions of women to devote their full time to it. Nevertheless, all evidence so far made available to the Committee tends to show that a relatively small proportion of the women now at work expect to withdraw from the labor market after the war.

It must be borne in mind that almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status which they do not wish to lose.

The Women's Advisory Committee feels that on the basis of studies of current trends, previous experience, or sampling interviews, estimates should be made of the number of women who choose to remain in the labor market.

Until proof is given that a substantial proportion of the currently working women will voluntarily forego employment after the war, we must define full employment to include all women now at work--those in and outside the armed forces.

(2) During the war, placement of workers has of necessity been more or less haphazard. Recruitment, employment, and assignment have been effected under pressure, with little application of sound personnel principles. It is suggested that now is the time when each employer should be urged to evaluate the qualifications and skills of his present workers in the light of his post-war labor requirements.

Personnel to be retained after the war should be selected so far as possible on the basis of objective criteria.

(3) All training and re-training programs should include women as well as men; and these programs should be made available to all workers within industry, as well as to persons released from the armed services. Technical and professional training opportunities, for example, should be provided for women as well as for men who have entered the labor market during the war and who may choose particular types of training for future vocational development.

(4) Agencies dealing with labor relations should lead the way in breaking down widely established practices of relegating women to second line in lower positions of leadership and service, for economic progress depends upon united action by all groups. Unions should lead the way against this kind of discrimination, to the end that women workers as members may have equal opportunity to contribute to economic progress.

(5) Standards of wages, hours, and working conditions desirable in a peacetime economy should be restored as rapidly as possible. Greater continuing emphasis must be placed on the enforcement of such principles as "equal pay for equal work." At the same time, where it is obviously necessary to set up special standards for women (e.g., maternity leave privileges), wider acceptance of these standards should be encouraged. These are merely examples of the problems which confront not only women workers, but the entire country.

The Women's Advisory Committee recommends that the membership of government and industry committees planning industrial conversion include persons who (1) are thoroughly conversant with, and interested in, the employment problems of women; (2) recognize that "full employment" means employment for every capable man and woman wishing to work; and (3) will plan realistically toward the objective of full employment for all employables.

Already post-war reconstruction plans in Australia and in England include the policy of aiming to "provide a job for every man and woman who wants one." We in this country, too, need to be swift in adjusting to the times; in taking account of the changes in women's employment status; and in planning for that great problem of post-war world--the successful employment of the whole population.

ADVANCE RELEASE --- ADVANCE RELEASE

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

Advance Release: For Thursday Afternoon Papers, December 2, 1943.

Price WMC-3442 PM-4473

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its sub-committee on post-war planning, today made public the following statement:

"The assumption on the part of many male workers and employers that women form a labor reserve to be called up temporarily is having its repercussion in war production today. The belief of many women that they are a reserve group for war employment only is held by the Committee to be a contributing cause of under-utilization, absenteeism, and turnover of women in the wartime labor market.

"The Women's Advisory Committee was appointed to study the national situation, advise the War Manpower Commission with respect to conditions militating against the most effective utilization of women, and make recommendations for the correction of these conditions when considered practicable.

"The Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort.

"Recognizing that in winning the war, consideration must be given also to winning the peace, the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

"Upon early recommendation of the Women's Advisory Committee, the War Manpower Commission adopted a policy to the effect that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted; that women should be admitted on a basis of equality with men to all forms of training; and that wage rates should be determined on the basis of work performed, irrespective of sex.

"The Women's Advisory Committee is unanimously of the opinion that the above wartime policy should be extended into the post-war period. It is opposed to discrimination in employment on the basis of sex in time of peace or war.

"If the rights of women workers are to be protected, intelligent and comprehensive programs will have to be envolved and put into effect. The Committee is of the opinion that national planning should be taking definite shape now to provide employment outlets for everyone who wants to work-- both man and women-- after the war.

(Over)

X-28634

"The Committee is in full recognition of the fact that men in the armed forces will have their old jobs back when they return if they want them. This is written into the Selective Service Act. It is further recognized that some women will leave their jobs of their own accord and return to their homes as soon as possible.

"But any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status, which they do not wish to lose.

"Prospects for job security and other new job opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace.

"The American people, therefore, must demand consideration of the status of women in all post-war plans. This consideration is important to the war effort now, and it is socially desirable for the post-war pericd."

Bloodworth December 2, 1943

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PROPOSAL TO INVITE REPRESENTATIVES OF NATIONAL WOMEN'S ORGANIZATIONS TO ATTEND A SESSION OF THE COMMITTEE

dec'29

It was recommended

THAT: Representatives of national women's organizations be invited to attend a session of one of the meetings of the Women's Advisory Committee early in 1944.

From the Office of
Margaret A. Hickey, Chairman
Women's Advisory Committee
War Manpower Commission

dupe

December 31, 1943

WIDER DEVELOPMENT OF IN-PLANT COUNSELING SERVICES RECOMMENDED

"Women counselors are proving to be effective factors in the employee-relations program of many war industries. These counselors are assisting women new to industry in adjusting to the requirements of their jobs and their home responsibilities," Miss Margaret Hickey of the Womanpower Committee, War Manpower Commission, stated.

Management is finding women counselors most helpful in advising on the effective placement of women in jobs most suitable for them, in formulation of practical policies of safety, health and clothing regulations, and on training needs to make more effective workers. Women counselors do not and should not take over any of the supervisory responsibilities of the foremen, according to Miss Hickey, but they do assist production supervisors in solving personal problems of the workers in their departments. Happy adjustment of human relations in a shop adds up to increased production and reduction of absenteeism and turnover among the women workers.

A counselor in one of the shipyards materially reduced absenteeism among women trainees and at the same time improved health and morale through the simple expedient of calisthenics classes. It was noticed that women trainees reporting for yard work following induction training laid off two or three days after the first day or two on actual production. Conversation with the women revealed that they suffered from stiffness and sore muscles. Conditioning classes for the women two or three days before going into the job and for two or three days after reduced this absenteeism and the women enjoyed the group exercises. This woman counselor, designated officially as Personnel Counselor, keeps up contacts personally with foremen, quartermen, and leadmen in the yard. In counseling the women on individual problems she has eight assistants. She points out that problems relative to behavior and conduct are handled with the department head and the individual involved, solutions being kept confidential, exact information is secured, the persons most directly concerned are consulted, and a practical solution is immediately applied.

The health and safety of women workers are important responsibilities of the women counselor. One Director of Women's Personnel has arranged with the medical department to receive a copy of the daily dispensary report forms indicating the reason each woman worker has visited the dispensary. A study of these reports gives her a thorough knowledge of what accidents are occurring to women, in which departments these occur most frequently, and an over-all view of the ailments and illnesses of the women workers. Preventative measures and health and safety policy can thus be based on the actual conditions existent in that establishment.

A number of companies schedule as a part of the induction or orientation training course, a talk by the woman counselor to women trainees so that they may upon their first acquaintance with the organization know the woman counselor personally, the services of her office, receive advice on plant and community facilities and on their place and responsibility in the production program. As a regularly scheduled part of an orientation day, this message is given to a group of women workers by one woman counselor after her explanation of suitable work clothing and the safety and health hazards of the job for women: "You girls deserve a lot of credit for taking on the

job and doing something for the country, but you are being well paid and a lot will be expected of you; you are hired to do men's work and you must not expect to be given too much consideration because of the fact that you are women. Each of you is just one of several thousand people hired to do a job to help win the war."

A woman counselor in a west coast shipyard was invited to discuss her services to the women and to the production supervisors in an hour discussion period with groups of leadmen. This was part of a training program continuing over several weeks for all leadmen, in groups of from 60 to 75 men. In this way, each one had an opportunity to learn of the services of the woman counselor, ask questions and express opinions. These discussions brought out those problems which most concerned the immediate supervisors of women workers. The leadmen were sincerely appreciative of the opportunity to find out what type of problems to refer to the woman counselor, how they would be handled, and the extent of their own responsibilities as production supervisors.

Suggested qualifications and characteristics to consider in selecting a woman counselor are outlined in the new War Manpower Commission pamphlet, "Training Women for War Work." This bulletin also lists the services of a woman counselor for the management and for the women workers, and suggests ways in which this service can be made effective. Copies may be secured by addressing the Apprentice-Training Service, Bureau of Training, Washington, D. C.

In selecting women counselors, some companies have found capable and effective persons in their own organizations. Good judgment and an effective personality in dealing in human relations seem to be the key requirements rather than any specific of experience or educational background. Facts about the industry can be learned quickly, but tact is less easily acquired. A woman counselor is an adviser and helper, not a "matron." This designation is ill-advised since it connotes policing and enforcement duties not included in the best concept of a woman counselor.

One machine tool company selected from among women making application for employment a mature woman with a background of business and legal experience. It was decided to use her as an experiment with the idea of placing women in various jobs. Also, if she proved to be the right person, she would be selected to act in the capacity of a counselor for women in case a large number of women were employed in the plant. She was transferred from department to department trying out the jobs which it was thought women might do. She was successful in performing almost all of them. This personal experimentation on different operations was excellent training for her work in counseling other women in the plant and also convinced the management that women could successfully undertake almost any of the jobs which had been performed by men.

A large aluminum company only recently hiring women workers in a newly established plant decided that for its corps of six women counselors under the direction of a Supervisor of Women, preference would be given to mothers.

In any organization where there are large numbers of women employed, Miss Pickey recommends that a woman be appointed to direct the counseling service, or to perform these services if the plant is not too large. She urges that this be a

staff position in the organization which will enable the woman responsible for the program to confer on an equal basis with plant department heads.

December 3, 1943

deepe

MOTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO WPB RESTRICTIONS ON THE ERECTION OF SCHOOL HOUSES

It was moved and adopted

THAT: The Chairman of the War Manpower Commission be requested to recommend to the War Production Board the review and relaxation of restrictions imposed on the building of school houses due to the shortage of materials.

Robinson

ADVANCE RELEASE---ADVANCE RELEASE

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

Advance Release: For Thursday Afternoon Papers, December 2, 1943.

Price WMC-3442 PM-4473

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its sub-committee on post-war planning, today made public the following statement:

"The assumption on the part of many male workers and employers that women form a labor reserve to be called up temporarily is having its repercussion in war production today. The belief of many women that they are a reserve group for war employment only is held by the Committee to be a contributing cause of under-utilization, absenteeism, and turnover of women in the wartime labor market.

"The Women's Advisory Committee was appointed to study the national situation, advise the War Manpower Commission with respect to conditions militating against the most effective utilization of women, and make recommendations for the correction of these conditions when considered practicable.

"The Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort.

"Recognizing that in winning the war, consideration must be given also to winning the peace, the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

"Upon early recommendation of the Women's Advisory Committee, the War Manpower Commission adopted a policy to the effect that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted; that women should be admitted on a basis of equality with men to all forms of training; and that wage rates should be determined on the basis of work performed, irrespective of sex.

(Over)

X-23417

"The Women's Advisory Committee is unanimously of the opinion that the above wartime policy should be extended into the post-war period. It is opposed to discrimination in employment on the basis of sex in time of peace or war.

"If the rights of women workers are to be protected, intelligent and comprehensive programs will have to be evolved and put into effect. The Committee is of the opinion that national planning should be taking definite shape now to provide employment outlets for everyone who wants to work--both men and women--after the war.

"The Committee is in full recognition of the fact that men in the armed forces will have their old jobs back when they return if they want them. This is written into the Selective Service Act. It is further recognized that some women will leave their jobs of their own accord and return to their homes as soon as possible.

"But any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status, which they do not wish to lose.

"Prospects for job security and other new job opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace.

"The American people, therefore, must demand consideration of the status of women in all post-war plans. This consideration is important to the war effort now, and it is socially desirable for the post-war period."

# # #

ADVANCE RELEASE

(Wolfe

~~Also~~ a copy also in Women

ADVANCE RELEASE: For TUESDAY AFTERNOON Papers, March 23, 1943.
Greenblatt - WMC - 2036

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION PM-4344

The Women's Advisory Committee of the War Manpower Commission today called upon women's clubs throughout the country to mobilize their members for active service on the nation's farms this summer.

This mobilization, it was emphasized, is not to meet an immediate need but for one foreseen in the summer. It is not expected that women can be given immediate agricultural employment on farms and in food processing establishments in all sections of the country at this time. Applicants for agricultural work will be called as the needs arise in their respective localities.

In a statement to members of women's organizations the Committee, headed by Miss Margaret A. Hickey of St. Louis, urged physically able women to take a "personal responsibility" in meeting critical agricultural labor needs in their communities.

Women's organizations were asked first to find out from their County Agricultural Agent or local U. S. Employment Service Office what are farm labor needs in their particular localities. In those communities where such labor is urgently needed, they are urged to poll their memberships for those willing to work on farms on a seasonal, vacation, or full-time basis and to give this information to the County Agricultural Agent or the U. S. Employment Service. One or the other of these agencies, it was pointed out, has an office in each locality and has responsibility for recruiting and referring farm labor.

Other activities suggested for women's organizations were to aid in mobilizing young people for farm work and provide necessary supervision of their living conditions; to assist local government officials in recruiting farm workers, and to acquaint women generally with the seriousness of the farm and food production problem through club educational program.

The full text of the statement by the Women's Advisory Committee follows:

"The Women's Advisory Committee of the War Manpower Commission recognizes the imperative need for immediate action in order to meet this year's demand for agricultural workers, and affirms that there must be no hesitation on the part of physically able women to assume a personal responsibility in meeting the farm labor needs in their communities.

"The Women's Advisory Committee is convinced that women can and must contribute enormously to food production by supplementing and replacing farm manpower.

"Women's organizations are in a position to assist materially in meeting this demand for agricultural labor, both through their educational programs and their organization membership. The Women's Advisory Committee commends those women's organizations which have responded to the war-time emergency by remaining active on a year-round basis, with no cessation of organizational activity during the summer months.

X-12252

"At this moment of national crisis in our agricultural situation, and in view of the food requirements of the United Nations, the Women's Advisory Committee recommends and urges that women's clubs and organizations at the community levels immediately appoint agricultural committees to:

"(1) Obtain information as to the agricultural labor requirements in the particular locality from the U.S. Employment Service or the County Agricultural Agent. One or the other is in every locality and has the responsibility for recruiting and referring agricultural labor.

"(2) In those areas where agricultural labor is crucially needed, urge women from the club membership to accept agricultural employment on a seasonal, vacation, or full-time basis whenever and wherever possible; in club meetings find out those willing to do farm work and the type of work which they can do and give this information to the local office of the United States Employment Service or the County Agricultural Agent.

"(3) Urge women to aid in mobilizing young people for work on farms and provide from the club membership the names of those who can give supervision to these young people to assure proper transportation to and from work; working conditions not injurious to their health; and adequate meals and rest periods.

"(4) Urge those women of the organization's membership unable to accept farm employment to volunteer their services to either the County Agricultural Agent or to the local office of the United States Employment Service to aid in mobilizing workers for agricultural employment.

"The Women's Advisory Committee of the War Manpower Commission has full confidence that the women of America will step forward and do their share in relieving farm labor shortages in every agricultural community in the United States."

Women's Advisory Committee
Manpower Commission
Room 5353 Social Security Building
Washington, D. C.
Ex. 4660 - Ext. 3442

December 3, 1943

STATEMENT OF WMC WOMEN'S ADVISORY COMMITTEE
RELATIVE TO POST WAR EMPLOYMENT OF WOMEN

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its subcommittee on post-war planning, unanimously agreed to submit the following statement to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization:

In the conversion of industry from war to civilian production, the resultant transfer, shifting, and demobilization of large numbers of workers present a major problem, which, in the opinion of the Women's Advisory Committee, requires serious consideration now.

The Women's Advisory Committee is in full recognition of the fact that when men of the armed forces return, they will, and should, have their old jobs back if they want them. This is written into the Selective Service Act. But utilization of all human resources constitutes the major goal of any democratic nation. This can be achieved only if the economy offers full employment. Therefore, all planning for economic readjustment, both now and after the war, should center on the provision of work opportunities for, and machinery for appropriate placement of, all adults in the labor market.

The Women's Advisory Committee approves and supports the official policy which makes no distinction between male and female workers. But in the industrial and professional world, the traditional practice of discrimination against women workers persists. The Committee recommends special attention to the problem of applying and enforcing the principle of the right of women to work.

Only through positive and specific planning for the appropriate placement of individual workers, regardless of sex, can maximum efficiency in our industrial structure be assured and harmony in social relationships be achieved.

To furnish guidance for more comprehensive programs at the close of the war, experimental programs of reemployment should be undertaken now while the problems of conversion are being encountered only in their initial stages.

The Women's Advisory Committee is of the opinion that the following fundamental considerations should be included in the formulation of such programs:

(1) Let us have a fair, honest and accurate definition of "full employment," which is generally agreed to be the key to desirable post-war adjustments.

Employers, and even officials, have assumed that a great number of persons will leave gainful employment when the war ends. A frequent statement runs, "Many women now at work will return to their homes."

The Committee is fully appreciative of the special responsibility of women for family life in our society and also of the desire of millions of women to devote their full time to it. Nevertheless, all evidence so far made available to the Committee tends to show that a relatively small proportion of the women now at work expect to withdraw from the labor market after the war.

It must be borne in mind that almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status which they do not wish to lose.

The Women's Advisory Committee feels that on the basis of studies of current trends, previous experience, or sampling interviews, estimates should be made of the number of women who choose to remain in the labor market.

Until proof is given that a substantial proportion of the currently working women will voluntarily forego employment after the war, we must define full employment to include all women now at work--those in and outside the armed forces.

(2) During the war, placement of workers has of necessity been more or less haphazard. Recruitment, employment, and assignment have been effected under pressure, with little application of sound personnel principles. It is suggested that now is the time when each employer should be urged to evaluate the qualifications and skills of his present workers in the light of his post-war labor requirements.

Personnel to be retained after the war should be selected so far as possible on the basis of objective criteria.

(3) All training and re-training programs should include women as well as men; and these programs should be made available to all workers within industry, as well as to persons released from the armed services. Technical and professional training opportunities, for example, should be provided for women as well as for men who have entered the labor market during the war and who may choose particular types of training for future vocational development.

(4) Agencies dealing with labor relations should lead the way in breaking down widely established practices of relegating women to second line in lower positions of leadership and service, for economic progress depends upon united action by all groups. Unions should lead the way against this kind of discrimination, to the end that women workers as members may have equal opportunity to contribute to economic progress.

(5) Standards of wages, hours, and working conditions desirable in a peacetime economy should be restored as rapidly as possible. Greater continuing emphasis must be placed on the enforcement of such principles as "equal pay for equal work." At the same time, where it is obviously necessary to set up special standards for women (e.g., maternity leave privileges), wider acceptance of these standards should be encouraged. These are merely examples of the problems which confront not only women workers, but the entire country.

The Women's Advisory Committee recommends that the membership of government and industry committees planning industrial conversion include persons who (1) are thoroughly conversant with, and interested in, the employment problems of women; (2) recognize that "full employment" means employment for every capable man and woman wishing to work; and (3) will plan realistically toward the objective of full employment for all employables.

Already post-war reconstruction plans in Australia and in England include the policy of aiming to "provide a job for every man and woman who wants one." We in this country, too, need to be swift in adjusting to the times; in taking account of the changes in women's employment status; and in planning for that great problem of post-war world--the successful employment of the whole population.

ADVANCE RELEASE

ADVANCE RELEASE: For Sunday Papers, June 27, 1943.
Schroeder - WMC - 2036

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

PM-4408

Concern over a growing shortage of teachers in rural schools is expressed by the Women's Advisory Committee of the War Manpower Commission. The committee, of which Miss Margaret Hickey is chairman, today advanced a 6-point program for women's groups seeking to avert a critical situation in their school systems and reduction of educational standards. The suggested program follows:

1. Campaign against restrictive hiring specifications with regard to marita status and religion.

2. Influence local school boards to raise teachers' salaries within WLB limitations.

3. Initiate campaigns to emphasize education as an essential activity so that teachers and potential teachers will understand they are engaged in such an activity.

4. Urge women who have left the teaching field because of marriage to return for the emergency.

5. Urge high school graduates to enroll in teacher training courses.

6. Persuade inexperienced teachers and those returning to the field to enroll in refresher courses.

Although the WMC has declared teaching an essential activity, Miss Hickey said, thousands of teachers are leaving their profession. According to an Office of Education survey, more than 106,000 rural teachers left their teaching jobs between May and October 1942. During the 1942 summer vacation almost 18,000 of these teachers went into the armed services. Approximately 34,000 found jobs in urban schools, where the rate of pay is higher. More than 22,540 left the teaching profession entirely for work in other fields and 15,000 left because of marriage or retirement.

It was necessary to fill more than 100,000 vacancies in rural schools last fall and this year, Miss Hickey said, adding that the need next fall will be even greater unless definite action is taken.

"Women's groups", she said, "can initiate both national and local campaigns to emphasize the importance of education. "The war has brought additional responsibilities to the teaching profession. We are fighting on far flung fronts to make possible a free world. We must fight on the home front to prepare our future citizens to live and work in such a world. Otherwise victories won at tremendous cost will be lost through ignorance of the principles of democracy. Our children must be worthy of the freedoms for which their fathers and mothers are fighting and working.

"School services must be expanded, not contracted, to stop too early withdrawals, falling attendance and other inroads on the educational well being of our young people."

X-17353

Miss Hickey said that one of the major reasons for large number of resignations among teachers in rural communities is their relatively low income, and added that in school districts where substandard salaries are paid women's organizations can be instrumental in affecting increases.

WMC - Women's Advisory Committee 1944

O.W.I.
1194 - Soc. Sec. Bldg.
ST. L
Times (ID)
New York, N. Y.
DATE
FEB 20 1944

POLICY ON WOMEN IN JOB CUTS URGED

Advisory Committee of WMC Offers Plan for Cutbacks

WASHINGTON, Feb. 19 (AP)—The Women's Advisory Committee of the War Manpower Commission, is seeking, as war industry cutbacks increase, the establishment of protective policies in the discharge of women workers.

Miss Margaret Hickey, its chairman, said today that the committee would soon submit to Paul V. McNutt, WMC chairman, a program containing the following recommendations: Insert B7

1. Notice of cessation of work be given as far in advance as possible.

2. Split-shift workers be laid off first. Among these are 3,000,000 workers under 18 years of age.

3. Women workers who wish to return to civilian life submit resignations as soon as possible.

4. In the separation of other women workers, factors first considered should include skill, necessary on the job, seniority, dismissal pay based on length of service, planned counseling concerning procedure for transfer to other jobs in the locality and advice on unemployment insurance rights.

5. Training facilities adapted to changing job demands.

"The entry of millions of women into war industries has made possible the present production records," Miss Hickey said. "To take for granted that a woman does not need to work and use this assumption as a basis for dismissal is no less unfair than if the same assumption were used as a basis for dismissal of a man."

THE WARTIME RESPONSIBILITY OF WOMEN'S ORGANIZATIONS

WAR MANPOWER COMMISSION
Women's Advisory Committee
WASHINGTON, D. C.
January 1944

CONTENTS

	Page
Women's Organizations—A Source of National Strength	1
Labor Market Requirements	1
Diversity in Local Situations	2
Action Programs	2
Local Over-all Womanpower Committees	3
Establishment	3
Membership	3
Responsibilities	3
Requirements for Effective Participation	4
Community Problems Affecting the Productive Efficiency of the Woman Worker	4
Health	5
Safety	5
Housing	5
Transportation	5
Child Care	5
Food and Meat Rationing and Distribution	5
Shopping	5
Eating Facilities	5
Laundry Facilities	5
Recreation	5
Counselling	5
Community Integration	6
Looking to the Post-War Period	6

MARGARET A. HICKEY, *Chairman,*

Women's Advisory Committee.

Women's Organizations—A Source of National Strength

THE membership of women's organizations represents a source of national strength and leadership, which has been of great assistance to the country in the mobilization and utilization of women during this war.

This is not new, however, for women's organizations have always participated in civic and public activities. Club women because of their acquaintance with, and their experience in, their own communities, have always been in position to be of vast assistance to public officials in the solution of local problems, and this service has been of even greater value since Pearl Harbor.

However, the Women's Advisory Committee feels that there are new problems arising where their help will be needed, and this is a good time for them to review their wartime activities, intensify them where necessary, improve their cooperative efforts at local levels, and be sure that they are ready for both today and tomorrow.

The problems of conversion of industry from war to civilian production require serious consideration and constructive planning NOW. Machinery to handle problems of conversion should be in successful operation long before the flood-tide of necessary post-war readjustment descends upon the Nation.

Women's organizations are also channels through which great numbers of other women may be furnished information and reached for active service. Since women in the years to come may form the major part of our citizenry, it is particularly important that they should be informed, organized for action, and *in action* as the need develops.

Labor Market Requirements

In July 1943, the number of women at work numbered 17,100,000. That figure represented an all-time high for the employment of women.

In many areas where there was a demand for women at that time, all women who could be recruited readily, were already in the labor market. Due to changing situations in production requirements, and, therefore, in labor market demands, this may not be entirely true in some of these same areas today. In some communities, completion of contracts and other circumstances are bringing about a complete shutdown of some plants and a partial displacement of workers at other plants. In some places it may be possible to absorb all displayed workers immediately in other local war plants; in other areas, such workers may be absorbed in essential civilian activities long hard-pressed with a labor shortage.

But although the number of women at work in some areas may decrease, the number of women at work in the nation as a whole must increase.

In July 1943, some 29,000,000 women were engaged in their own housework. About 11,000,000 of these women resided in nonfarm areas—therefore, most likely to be near centers of industrial activity—and they had no children under 14 in their households.

588099°—44

A little over three and one-half million of these women were under 45 years of age. It is from this group that many, although not all, of the new regular women workers must be drawn.

Most of these 3½ million women are inexperienced at work outside their homes. In prevailing upon women of this group to enter the labor market, certain resistances must be taken into account.

In many instances, it is the husband who must be converted to the idea of permitting his wife to work. Some object because they feel it a reflection on their ability to support their wives. Others do not wish to be put to the inconvenience of readjusting to changed routines in the home.

Some inexperienced women lack confidence in themselves to do the type of work expected of them. This lack of confidence in themselves may be due partially to their feeling that many employers accept women workers only as "necessary evils."

Still other women are unwilling to do many of the kinds of work for which they are needed, because of a feeling that it is too hard or too monotonous or "beneath" them.

Another resistance—perhaps the most serious—is shown to be a lack of understanding on the part of many women that the great need for their services is bona fide. Though conscious of the fact that men and women in their communities are being asked to take war jobs, some still figure, "They don't mean me."

Diversity in Local Situations

As previously shown, war activity is not evenly distributed over the entire country. Women are not needed for the same types of work in all places. In some localities, the most urgent need is for women in war production work. In many other areas, the most pressing need may be for workers in essential civilian trades and services. From all America, of course, women are needed for the armed services.

There is the type of community where, although not officially designated a tight labor market, may workers have been diverted from domestic and other services to the higher paid jobs. Labor here has been scarce in the normal sense of the word, but not acute. Given such a situation, if cut-backs occur in these areas, a condition of surplus labor and unemployment may develop very quickly.

Action Programs

The Women's Advisory Committee urges the heads of national women's organizations to encourage the participation of their local groups in action programs in all communities, where additional women are needed or where problems of utilization make it difficult to keep in the labor market those now employed.

All instructions and published material emanating from national organization headquarters regarding this suggested plan should emphasize the continuing importance of participation in Federal and local manpower programs; but, in order to avoid duplication of effort and the overlapping of activities, local organization and club groups should be cautioned against any attempt to develop programs independently of the government agencies concerned. To be effective, all program planning should be integrated into the local manpower employment pattern, in cooperation with the local War Manpower and United States Employment Service offices.

Local Over-All Womanpower Committees

Establishment

In some communities over-all womanpower committees have been set up. Where this is true, women's organizations are already cooperating in local manpower programs. It is not the desire of the Women's Advisory Committee to see duplication of effort in any community.

But if organization plans have not already been developed in any community, the Women's Advisory Committee recommends that the local heads of women's organizations, or their appointed representatives, be instructed to work together, and with the local War Manpower or United States Employment Service office, in the selection of an over-all womanpower committee. This committee in turn, will work in close cooperation with the local War Manpower or United States Employment Service office on the one hand and with women's groups on the other.

Joint agreement, concerted action and unified approach to manpower problems will undoubtedly be productive of greater understanding and more specific results.

Further, the elimination of duplicate requests for information or offers of services will make it easier for local government officials to utilize the organized services of women's groups and will insure the women's groups of uniform and authentic information with which they themselves may work.

Membership

Those comprising the membership on local over-all womanpower committees should be women experienced and informed in fields of employment and community problems affecting employment. They might be women from the personnel staffs of war industries, women active in organized labor (representing AF of L and CIO); women from fields of health, welfare, education, training, and similar spheres of activity.

The chairman of this over-all committee should act as liaison representative and work with the local War Manpower Commission or United States Employment Service office. Local War Manpower Commission or United States Employment Service staff could depend upon the liaison representative to carry back information or suggestions for the participation of the local club organizations cooperating with the over-all womanpower committee.

Responsibilities

This over-all community women's committee should be responsible for:

(*a*) Participation in organized programs of education regarding the recruitment, training, and employment of women; and for helping develop a program which would conform to the area manpower situation as outlined by the local War Manpower or United States Emloyment Service officials;

(*b*) Help in planning and putting into execution in the community educational campaigns to stimulate active

interest on the part of women in accepting training and employment opportunities;

(*c*) Providing occupational information to individual clubs in order that club members themselves may be familiar with the requirements of specific occupations;

(*d*) Presenting, through cooperation with local War Manpower or United States Employment Service officials, the labor requirements of local industries and occupations in which employers are ready and willing to hire women.

This over-all committee from time to time might also arrange city-wide meetings of women, and at these meetings have the manpower needs of the locality presented by Government, management, and labor officials.

Requirements for Effective Participation

The degree to which group participation in Federal and local government manpower programs is likely to be effective will depend upon the faithfulness with which both the over-all womanpower committee and the individual women's organizations and clubs concerned adhere to the following suggestions:

1. Full information and understanding on the part of participants as to what has already been done, what is being done at the present time, and by whom (What other groups, for example, are participating, and what are their special interests and activities?).
2. Full information and understanding on the part of participants of current national policy and of local conditions affecting labor supply and demand.
3. Organizational arrangements approved by the local War Manpower or United States Employment Service officials.
4. Familiarity with the facts concerning community problems, conditions of work, labor standards and wages—so that participation in programming will be geared to the actual local labor situation.

Community Problems Affecting the Productive Efficiency of the Woman Worker

Women's organizations can and must help solve many community problems which affect the productive efficiency of women workers. Various Federal and local government agencies are actively concerned with these problems in every community, but they need all the cooperation from private organizations and individuals that it is possible for them to obtain.

The over-all womanpower committees, through their close contact and cooperation with the local War Manpower and United States Employment Service offices, will know what these agencies are. Each women's organization and club, therefore, must work in close cooperation with, and under the direction of, its local over-all womanpower committee.

The following suggestions are indicative of some of the ways in which women workers can be helped to remain in the labor market and work with regularity on the job:

Health.—A good medical care program in plants and a sound public health program, a sufficient number of doctors, and adequate hospital facilities in the community are needed to insure care for women when they or members of their family are ill and also to help in keeping them well.

Safety.—Skillful selection and placement of women, adequate safeguards on dangerous machinery, use of safety clothing, and accident prevention campaigns in the plant and in the community will reduce the danger of accidents for women now on the job.

Housing.—Sanitary and convenient living accommodations reduce housekeeping problems and enable women to devote more energy to their jobs. In communities where government housing projects are not available, aid can be rendered by referral of incoming workers to agencies which will provide information as to proper living quarters. Local inspection of such quarters should result in the establishment and maintenance of proper sanitary standards.

Transportation.—Extensive use of car pools, and good scheduling of common carrier facilities, under a staggered working hour system, reduce travel time and lessen fatigue for women workers.

Child care.—Adequate care and protection of young children and of older children before and after school give women workers freedom from distraction and worry about their children during working hours.

Food and Meat Rationing and Distribution.—Unless grocers and butchers set aside supplies of meat, fresh vegetables, and any other commodities in which there is a shortage, women workers find the shelves empty at the time they have to shop. Meal planning in advance is now almost impossible and food preparation takes longer. Community kitchens where hot food can be taken out might help solve the problem.

Shopping.—Extension of hours in business and service establishments, installation of convenient branch offices, and provision of personal shoppers at the plant enable women workers to carry on household responsibilities, in addition to their jobs, with a saving in time and energy.

Eating Facilities.—Plant cafeterias and conveniently located community eating facilities serving nutritious meals, at reasonable prices, at hours coinciding with the time when women workers can eat, are necessary for the women living in furnished rooms, as well as those who cannot overcome housekeeping difficulties of shopping and meal preparation.

Laundry Facilities.—In communities where commercial laundries can accept no new customers, some women war workers will have to stay at home regularly to do the family washing, unless, through community action, substitute arrangements can be made.

Recreation.—Opportunities for relaxation and social activities must be provided for women workers at hours when they have leisure time, if they are to maintain their physical well-being and efficiency.

Counselling.—The war situation has created various personal and family problems connected with health, housing, child care, vocational interests, emotional and other disturbances. Through skilled counselling and assistance, or referral to community resources, women workers can be helped to solve these problems which affect their holding a war job or working at maximum capacity.

Community Integration.—Where large industrial plants have suddenly brought to a community a vast number of women workers, new to the locality and the type of work, there has been great resentment on the part of the citizenry to the influx of these workers and its upset to the community life. These women have been made to feel the resentment of their neighbors; insinuating remarks have been allowed to flourish; one bad example has been magnified to cover all workers; and turn-over and absenteeism have resulted with constant loss in production and to the war effort. This is a problem that can be greatly helped by interest and cooperation of women's local organizations.

Looking to the Post-War Period

It is the responsibility of every community to see that facilities and services are adequate in quantity and quality to meet wartime local needs. Then constant vigilance should be the watchword to see that there is continued utilization of the community facilities that have been developed during the war. Child care, recreation, and other community facilities that have been established for war should be transferred to peacetime usefulness with as little waste as possible.

Training programs to facilitate the transfer and rehabilitation of civilian workers, as well as members of the armed services, should be checked from now on to see that they include plans for training women as well as men.

We must guard against disintegration of the improved civic responsibility which has been built up during the war. Women's organizations should feel it their duty to lead the women of their community in transferring over into the post-war period the gains made during wartime.

The Nation needs the mobilized efforts of women's organizations now. It will need this organized strength and leadership just as greatly when the last bomb has dropped. It is only through careful and intelligent channeling of the total might of their combined service that women's organizations will be able to perform their maximum service to their country now in the war and later in the peace.

U. S. GOVERNMENT PRINTING OFFICE: 1944

WAR MANPOWER COMMISSION
WOMEN'S ADVISORY COMMITTEE
Room 5743 - Social Security Building
Telephone Ex, 4660 - Ext. 3442

WOMEN'S BUREAU
JAN 17 1944
DEPARTMENT OF LABOR

January 14, 1944

MEMORANDUM

TO: Members, Women's Advisory Committee

FROM: Virginia Price, Executive Secretary

The next meeting of the Women's Advisory Committee is scheduled for February 10th and 11th, 1944, at 10:00 a.m., Room 5545, Social Security Building.

The Minutes of the December meeting of the Committee, together with tentative Agenda for the next meeting, are attached.

Copies of the three recommendations made by the Committee at the last meeting are enclosed.

For your information, the Chairman of the Committee is in receipt of a memorandum of December 31, 1943, from Dr. Haber, stating that the recommendations drawn up by the sub-committee on post-war and approved by the full Committee on December 3, 1943, were submitted by Chairman McNutt to Mr. Bernard M. Baruch.

Copies of "A Maternity Policy for Industry," a bulletin prepared by the Children's Bureau of the U. S. Department of Labor, were distributed at the December meeting. Since the subject matter of this Bulletin is scheduled for discussion at the February meeting, another copy is enclosed herewith.

Dr. Haber at the December meeting made the suggestion that members of the Committee familiarize themselves with the War Manpower Commission's confidential monthly reports. Copy of the report for December 1943, is forwarded herewith. Please note also the bulletins, "Manpower Statistics," for December 1943, and "Manpower Requirements and Labor Supply - July 1943-July 1944."

When the subject of "Vocational Rehabilitation" came up for discussion at the last meeting, it was suggested that copies of Public Law 113 be made available to the members of the Committee. A copy of the Law, together with copy of Regulations governing the plans and program of vocational rehabilitation, is enclosed.

(vvv)

You will be interested in the new booklet, "Manpower Mobilisation for Peace," just made available by the International Labour Office with headquarters at Montreal, Canada.

Since the December meeting the Plant and Community Facilities and Services Guide has been put up in multilith booklet form, which makes for more convenient handling and easier reading than the original mimeograph copy. One of these is enclosed. In this connection there is attached also copy of a "Report and Recommendations on Survey in Relation to Plant and Community Services in Region XII," prepared under date of December 21, 1943.

Pursuant to Resolution passed by the Women's Advisory Committee on August 12, 1943, the Facts and Analysis Section of the War Manpower Commission was asked to provide an analysis of women's recruitment campaigns for use by the Committee in its contacts with Women's organizations. In compliance with this request, a paper entitled "Recruitment of Women for Wartime Employment," was forwarded to the Committee under date of December 2, 1943. Copy of this statement is enclosed.

HISTORY OF THE WOMEN'S ADVISORY COMMITTEE
WAR MANPOWER COMMISSION
January 1944

Hist 1

Appointment

The Women's Advisory Committee, the first wartime committee of American women to settle important government policy, was appointed by Mr. Paul V. McNutt, Chairman of the War Manpower Commission, in September 1942. It is one of two bodies created by administrative orders in the War Manpower Commission, the other being the Management-Labor Policy Committee, to which also are referred major policy matters for decision.

Composition

Composed of twelve full-fledged members and two alternates, the Committee is representative of management, labor, and the general public; of the north, the south, the east, the midwest, and the far west. Its membership includes women's organization leaders and women who otherwise have specialized in the solution of community problems; women prominent in the fields of education and journalism; personnel specialists from large industries; representatives of the American Federation of Labor, the Congress of Industrial Organizations, the National Farmers' Union.

Meetings

The Committee meets generally two days each month, but may meet at other times upon call. The Executive Director of the War Manpower Commission meets once each month with the Women's Committee in executive session. The Chairman of the Women's Advisory Committee sits with, and participates in the discussions of, the Management-Labor Policy Committee, which generally meets one afternoon each week.

Reason for the Committee

By early 1942, months before the appointment of the Women's Advisory Committee, the supply of men workers in a number of war production centers was already nearing the exhaustion point. Therefore, not only the recruitment of women for those activities in which they were customarily employed, but their induction into industries and occupations from which they were traditionally barred became an urgent necessity.

At the time of the appointment of the Women's Advisory Committee in September 1942, it was estimated that some 14,000,000 women were then in employment of all kinds -- about three million more than at the beginning of the defense program in May 1940. It was conceded by authorities, including Mr. McNutt, that four-fifths of all war jobs could be performed by women. However, despite this concession and despite the unquestioned necessity for the utilization of women, there was considerable resistance on the part of many employers towards hiring women workers. This was one side of the picture, but there was also another side. Reluctance on the part of many women themselves to enter the labor market threatened to be an even greater problem than that of breaking down the resistance of employers.

The War Manpower Commission was aware that the problems affecting the wartime employment of women were varied and numerous and that they required special consideration So that the Commission, in tackling these problems, might have the benefit of the advice of competent and well informed women, Mr. McNutt appointed a Women's Advisory Committee.

1947

Functions of the Committee

The Committee is, as its name implies, an advisory body. It is the responsibility of this Committee:

1) To make careful studies and keep itself fully informed concerning conditions which militate against the most effective mobilization and utilization of women in the war effort;

2) To formulate its factual findings and keep the War Manpower Commission advised with respect thereto;

3) To make recommendations to the War Manpower Commission for the establishment of policy -- when the Committee has been requested for such recommendations or when the Committee agrees that a policy statement with respect to the utilization of women is desirable and practicable.

Sub-Committees

Community Facilities and Services. - One of the three sub-committees of the Women's Advisory Committee was appointed early in the life of the Committee for the purpose of giving special consideration and advice with respect to the problem of inadequate community facilities and services.

This sub-committee is headed by Mrs. Saidie Orr Dunbar of Portland, Oregon. Mrs. Dunbar is executive secretary of the Oregon Tuberculosis Association and former president of the General Federation of Women's Clubs.

Post-War. The Women's Advisory Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort. Recognizing that in winning the war, consideration must be given also to winning the peace -- the peace for which the war is being fought -- the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

This sub-committee is headed by Dr. Esther Cole Franklin, Associate in Social Studie American Association of University Women, Washington, D. C.

Public Relations. Public Relations, which was the first of the three sub-committees to be appointed, is headed by Miss Bess Bloodworth, Vice President of the Namm Store, Brooklyn, New York. In addition to meeting on its own periodically, this sub-committee sometimes meets with one or the other of the two sub-committees, depending upon the public relations aspects of the subjects scheduled for discussion.

Initial Policy Recommendations - Adopted by War Manpower Commission

The Women's Advisory Committee met for the first time on October 1, 1942. At this first meeting it was pointed out that the womenpower problem "goes far beyond the mere signing up of women for jobs. It includes training, plant and living arrangements, which take account of the presence of women. And it includes also the revision of certain industrial processes in order to increase the number of jobs women can perform."

Policy on Recruitment, Training and Employment of Women Workers. - The members undertook as their primary item of business at this first meeting the formulation of basic recommendations concerning the recruitment, training, and employment of women. These recommendations were immediately accepted by the War Manpower Commission as national basic policy.

Salient points in the policy statement were that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted, and that women should be admitted on a basis of equality with men to all forms of training.

Every effort was to be made, the policy set forth, to recruit and refer women, including older women, for jobs and training on the basis of their qualifications for an occupation, without discrimination because of race, national origin or creed.

The Committee recognized the importance of the contribution women are making to American homes by asking that the family group be protected in every possible way. "Women with small children needing care are not urged to apply for work," it stated, "until all other available local labor resources are used."

This policy was not intended to exclude women with children when they desire or need the opportunity for training or employment. However, it was then and still is the view of the Women's Committee that the employment of older women should generally precede employment of younger women with small children. Furthermore, it is the belief of Committee that by the removal of upper age limits, the largest pool of unemployed, yet employable, people available could be brought into wartime use.

With regard to wage rates for women, the Committee recommended the principle of equal pay for equal work, stating that wage rates should be determined "on the basis of the work performed, irrespective of sex." It also recommended appropriate safeguards regarding hours of work for women, adequate meal and rest periods, and facilities for medical care, general health, and safety. One day of rest in seven, and 8-hour shift and a maximum 48-hour week, except in case of emergency, were considered necessary to maximum production efficiency.

Subsequent Recommendations Adopted as Policy

Policy on Employment of Youth Under 18 Years of Age. - The second meeting of the Women's Advisory Committee was held October 27 and October 28, 1942. At this meeting the Committee on October 27, 1942, considered a tentative draft of policy on employment of youth under 18 years of age. This policy draft set forth the safeguards that should protect the physical and intellectual development of under 18 year old youth whose services might be required because of the emergency.

The recommendations of the Women's Advisory Committee were accepted as policy by the War Manpower Commission under date of January 30, 1943.

Employment in Industry of Women with Young Children. - On October 27, 1943, the Women's Advisory Committee gave consideration also to certain aspects of Policy No. 2, "Employment in Industry of Women with Young Children," which had become effective August 12, 1942.

Paragraph IV (b) of this Policy No. 2 reads as follows:

".....it is essential that:

"(b) If any such women are unable to arrenge for the satisfactory care of their children at home during their working hours, adequate facilities be provided for the day-care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers of employer groups."

Based on recommendations of the Women's Advisory Committee, the War Manpower Commission gave re-emphasis to this Paragraph IV (b) through an Interpretation issued under date of February 19, 1943.

Procedures

Planning and Conducting a Campaign for Enrollment of Women in War time Employment. - The third meeting of the Women's Advisory Committee was held on December 2, and December 3, 1942. One of the purposes of the meeting on December 3, 1942, was to consider a program for conducting women's enrollment campaigns. At this meeting the Women's Advisory Committee approved a "Procedure on Planning and Conducting a Campaign for the Enrollment of Women in Wartime Employment." This "Procedure" was subsequently approved by the War Manpower Commission. (This "Procedure" is, of course, not in effect at this advanced stage of War Manpower Commission Program operations.)

Other Committee Recommendations

Community Facilities and Services. - At the meeting of the Women's Advisory Committee on March 17, 1943, a proposed policy statement on plant and community facilities and services was drawn up and approved by the Committee and subsequently forwarded to the Commission.

War Manpower Commission under date of October 15, 1943, transmitted to the field a Guide for Programs on Plant and Community Facilities and Services.

National Service Legislation. - The Women's Advisory Committee, on March 18, 1943, drew up recommendations with respect to certain provisions which, in the event of the enactment of National Service legislation, the Committee felt should be embodied in such an Act.

These recommendations were submitted to the Chairman of the War Manpower Commission with the request that they be given due consideration in connection with any such proposed legislation.

Physical Examinations for Women Shipyard Workers. - The Women's Advisory Committee, on June 16, 1943, unanimously adopted a recommendation providing physical examinations for shipyard workers, particularly women shipyard workers, so as to insure proper placement in hazardous and arduous shipyard occupations.

The recommendation of the Women's Advisory Committee were transmitted by Chairman McNutt to Mr. Donald M. Nelson, Chairman of the War Production Board, under date of July 9, 1943.

The recommendations of the Women's Advisory Committee were discussed by the subcommittee on Health, Safety and Sanitation of the Pacific Coast Zone Conference, which met in Seattle, Washington, for four weeks, beginning November 1, 1943.

The recommendations, together with report of the sub-committee on Health, Safety and Sanitation, has been scheduled for discussion by the full Pacific Coast Zone Conference, which is to meet in Portland, Oregon, beginning February 28, 1944.

Demobilization and Reconversion. - The Women's Advisory Committee, at its meeting on December 3, 1943, drew up a statement recommending special attention to the problem of applying and enforcing the principle of the right of women to work, for consideration in connection with demobilization and reconversion planning.

Pursuant to Motion passed unanimously at the meeting, this statement was submitted to the Chairman of the War Manpower Commission under date of December 21, 1943, with the request that copy be forwarded to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Offices of War Mobilization.

The Women's Advisory Committee was advised by the Assistant Executive Director under date of December 31, 1943, that the Chairman of the Commission has complied with the request of the Committee and submitted copy of the statement to the Honorable Bernard M. Baruch.

Other Major Action Taken by the Committee

The War Job Platform of American Women. - At the request of the Women's Advisory Committee, members of the War Manpower Commission staff prepared a bulletin, entitled "The War Job Platform of American Women," for distribution by the Committee to women's groups and others requesting information.

Pursuant to motion adopted by the Committee on May 13, 1943, the bulletin was sent to Women's Organizations with accompanying letter signed by the Committee Chairman.

Suggested Program of Cooperation with Women's Organizations. - A suggested program of cooperation with women's organizations was prepared by the Sub-Committee on Public Relations. At the meeting of the full committee on April 15, 1943, a motion was adopted to accept the plan as set forth in the program draft and act upon it.

Copy of the suggested plan underwent several revisions. Pursuant to motion adopted at the Committee meeting on June 17, 1943, the suggested plan was still further revised and released to women's organizations; the covering letter signed by the Chairman of the Committee, stated that this was "in response to request."

The Suggested Program of Cooperation with Women's Organizations was revised in line with later developments and subsequent War Manpower Commission policies, as of January 1, 1944.

Studies. - The Women's Advisory Committee instigated two important studies by the War Manpower Commission staff. One study was made on older workers, and the other was made on part-time workers.

The War Manpower Commission issued a press release from the Women's Advisory Committee on the use of older workers under date of August 13, 1943. The Commission issued a Women's Advisory Committee Press Release on part-time workers under date of September 24, 1943.

Teacher Shortage. - Pursuant to motion adopted on June 16, 1943, the Women's Advisory Committee called attention of women's organizations to the growing shortage of teachers in rural schools and urged them to lend their assistance toward averting a critical situation during the coming year.

Employer Sponsorship of Child Care Programs. - The Women's Advisory Committee on June 16, 1943, drew up a resolution opposing the allocation of Government funds to Mr. Henry Kaiser for the establishment of day care centers for children of mothers working in the Kaiser plants; and re-emphasizing the War Manpower Commission's Policy No. 2 of August 12, 1942, on the "Employment in Industry of Women with Young Children." (This policy advocated the development of child care facilities as community projects).

Pursuant to motion adopted on August 12, 1943, women's organizations were sent copies of the above resolution of the Women's Advisory Committee adopted on June 16, 1943.

Post War Statement. - After consideration of a report of its sub-committee on post-war, the Women's Advisory Committee, at its full meeting on December 2, 1943, made public a statement, seriously questioning "any easy assumption" that after the war, a great number of women workers "will return to their homes;" and re-emphasizing the Committee's opposition to discrimination in employment on the basis of sex in time of peace and war.

Recapitulation of Major Actions. - Three major actions have been developed and approved by the Women's Advisory Committee and adopted as policy by War Manpower Commission as follows:

1) Policy on Recruitment, Training and Employment of Women

2) Policy on Employment of Youth under 18 years of Age

3) Interpretation of Policy on Employment in Industry of Women with Young Children

One procedure has been developed and approved by the Women's Advisory Committee and approved by the War Manpower Commission: Procedure on Planning and Conducting a Campaign for the Enrollment of Women in Wartime Employment.

Four other important recommendations were made as follows:

1) Community Facilities and Services

2) National Service Legislation

3) Physical Examinations for Women Shipyard Workers

4) Demobilization and Reconversion.

Two important studies have been made as follows:

1) Study on Older Workers

2) Study on Part-Time Workers

Mimeographed production: 1) "The War Job Platform of American Women" a bulletin; 2) "Suggested Program of Cooperation with Women's Organization," a plan.

Review of Manpower Projects

The Women's Advisory Committee has reviewed manpower projects which are in successful operation, in the experimental stage, or in the stage of development. The Women's Advisory Committee expressly believes that in view of the changing composition of

the labor force, specific attention to the womanpower phase of these projects is needed to achieve successful operation. A few of these projects are listed, with application to womanpower indicated.

1. Standards of selection--employer specifications; occupational requirements; interviewing and placement technique; older women workers; women with children; physical requirements, etc.

2. Manning Tables and Replacement Schedules--application plant by plant to determine necessary replacement schedule of women; the total local replacement demand for women related to local supply and availability; training and upgrading needs brought about by withdrawals of men to military service.

3. Controlled transfers and releases--appointment of women on appeals boards to insure an understanding and impartial review of appeals cases of women; issuance of certificates of availability to women workers (there have been scattered reports that women workers are not given the same treatment in issuance of certificates of availability.)

4. Classification of labor markets--extent potential supply and availability of women effect labor market classifications; in classification of I and II areas, the measurement of local manpower efforts to recruit, train and utilize women.

5. Inter-area clearance procedure--extent standards have been developed to proceed or continue in-migration in view of potential local supply and availability of women; development of recruiting standards for recruiting women under inter-area procedure.

6. Controlled referrals of in-migrants--development of standards governing controlled referrals of women in-migrants.

7. Recommendation of Community Facilities--extent of responsibility in terms of leadership of War Manpower Commission (nationally, regionally, and locally) to secure development of community facilities which have direct bearing on efficiency and productivity of women workers.

Necessity for Continuing Attention

The Committee is agreed that its recommended policies make necessary continuing development and attention --

A. To Insure Maximum Time on the Job

1. Adjustment of wartime work week
2. Shift Scheduling
3. Absenteeism Controls
4. Campaigns to Improve Industrial Health and Safety
5. Vacation plans and special individual leave arrangements
6. Part-time work arrangements
7. Coordination of Community Facilities and Services

B. To Insure Maximum Effectiveness on the Job Through

1. Induction, training and orientation program
2. Industrial and consultant service

3. Improved personnel and supervisory policies and practices
4. Revision of hiring and promotion practices
5. Occupational analysis
6. Up-grading programs
7. Job breakdown mechanism
8. Manning tables
9. On-the-job and supplementary worker training programs
10. Executive and supervisory training programs
11. Labor turnover controls
12. Recommended standards for employee services--health, safety, industrial medical programs; food, rest periods
13. Campaigns to improve employee morale

Major Manpower Policies Referred to the Committee

To the Committee have been submitted proposed major manpower policies, which have been scanned for their implications to womanpower. Examples of these references which have been given thorough discussion by the Committee, have been the "Hold-the-Line" order; Regulation No. 3, with respect to the 48-hour work week; and Regulation No. 7 governing employment stabilization program.

The Chairman of the Women's Advisory Committee, as an observer also at the meetings of the Management-Labor Policy Committee, is thus in position to afford the members of the Women's Committee the advantage of the thought and argument of the members of the other policy making agency of the Commission; and she also presents the views of the Women's Committee to the Management-Labor Committee.

Changes in the Committee Membership

Although the Committee was appointed in September 1942, alternates on the Committee were not appointed until about April 1, 1943.

Upon recommendation of the Women's Advisory Committee, Chairman McNutt appointed to alternate membership at that time Dr. Esther Cole Franklin, of the American Association of University Women; Miss Elizabeth Christman, of the National Women's Trade Union League; and Miss Eleanor Park, of the Union Carbide and Carbon Corporation.

Upon resignation of Miss Ruth Allen of the University of Texas, to accept wartime assignment in her own locality, Dr. Esther Cole Franklin was appointed to full membership on the Committee in August 1943.

War Manpower

WOMEN'S BUREAU
JAN 18 1944
DEPARTMENT OF LABOR

WAR MANPOWER COMMISSION
WOMEN'S ADVISORY COMMITTEE

AGENDA

February 10 and 11, 1944

Social Security Building

Thursday, February 10, 1944 - 10:00 a.m. (Executive Session) -- Room 5545

Report of the Executive Director

Thursday, February 10, 1944 - 2:00 p.m.

Subcommittee Meetings

Community Facilities and Services, Mrs. Dunbar, Chairman -- -- Room 5545

Public Relations, Miss Bloodworth, Chairman -- -- Room 5743

Post-War Planning, Dr. Franklin, Chairman -- -- Room ____

Friday, February 11, 1944 - 10:00 a.m. -- -- Room 5545

1. Consideration of "A Maternity Policy for Industry"
   Miss Katherine Lenroot, Chief, Children's Bureau, U. S. Dept. of Labor

2. Progress Report of Plant and Community Services Section, Bureau of Utilization
   Miss Rhea Radin

Friday, February 11, 1944 - 2:00 p.m. (Executive Session) -- Room 5545

Reports of Chairman of Women's Advisory Committee and of
Chairmen of Subcommittees

War Manpower Comm's Adv. Comm

WAR MANPOWER COMMISSION
WOMEN'S ADVISORY COMMITTEE

AGENDA

February 10 and 11, 1944

Social Security Building

Thursday, February 10, 1944 - 10:00 a.m. (Executive Session) -- Room 5545

Report of the Executive Director

Thursday, February 10, 1944 - 2:00 p.m.

Subcommittee Meetings

Community Facilities and Services, Mrs. Dunbar, Chairman -- -- Room 5545

Public Relations, Miss Bloodworth, Chairman -- -- Room 5743

Post-War Planning, Dr. Franklin, Chairman -- -- Room ___

Friday, February 11, 1944 - 10:00 a.m. -- -- Room 5545

1. Consideration of "A Maternity Policy for Industry"
   Miss Katherine Lenroot, Chief, Children's Bureau, U. S. Dept. of Labor

2. Progress Report of Plant and Community Services Section, Bureau of Utilization
   Miss Rhea Radin

Friday, February 11, 1944 - 2:00 p.m. (Executive Session) -- Room 5545

Reports of Chairman of Women's Advisory Committee and of
Chairmen of Subcommittees

Miss A did not attend D.L.P.S.

Bloodworth

February 16, 1944

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO PRESIDENT'S PROPOSAL OF NATIONAL SERVICE LEGISLATION

It was recommended

THAT: With respect to the President's proposal for National Service Legislation, an expression of the opinion of the Women's Advisory Committee be forwarded to the Chairman of the War Manpower Commission, with the request that the views of the Committee be given consideration in connection with any part that the War Manpower Commission may have in the formulation of such a Bill.

WMC — WNC
26th meeting - 2-15-44

Dupe

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE TWENTY-SIXTH MEETING, February 15, 1944

10:00 A.M. to 12:00 P.M. and 2:00 to 5:00 P.M.

Room 5545 Social Security Building, Washington, D. C.

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Dr. Esther Cole Franklin
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elisabeth Christman (Alternate)
Miss Eleanor Park (Alternate)

War Manpower Staff Present

Miss Charlotte Carr
Dr. William Haber
Miss Virginia Price

Women's Advisory Committee
War Manpower Commission
Summary

February 15, 1944

PURPOSE OF THE MEETING

During the morning of the first day the committee met in executive session to hear Dr. Haber's report on the manpower situation, National Service, and policy and procedural changes within WMC. The afternoon was devoted to subcommittee meetings.

THE MANPOWER SITUATION

Psychological Factors.-- Dr. Haber stressed the importance of recognizing psychological factors which increasingly affect the manpower situation in the present phase of the war. In the first place, the morale of workers is affected by the cut-back program that has been necessary in some types of production. It is extremely difficult to recruit workers who are aware of cut-backs that cause release of workers in other areas; also the workers released are less impressed with the need for their services in other phases of war industry. Another factor is the growing pressure to resume civilian production, especially for small businesses that do not have war contracts. The United States is the only country that has been able to maintain a relatively normal civilian economy; however, the demand for continued and even increased civilian production at this time establishes an area of conflict between the home front and the war front. In addition, the psychological deterrent to manpower mobilization inherent in the general assumption that the war is almost over must be overcome before the manpower problem can be solved.

Women's Advisory Committee
War Manpower Commission
Summary

February 15, 1944

Outlook for the Next 6 Months.-- Present indications do not justify an assumption that production will decrease to any degree or that large-scale dismissal of workers will be evident during the next 6 months, Dr. Haber said. Munitions employment will continue at approximately the same volume as during 1943, which represents a leveling-off in contract to the rising trend during all past periods of the war. Although these facts would indicate stability in the over-all manpower picture, there will be tremendous changes in the types of production necessary, with resultant changes in manpower demands in various areas. The location and the types of skill needed will be important factors in determining whether manpower is critically needed or subject to production cut-backs. Unfortunately, new production to meet the changing needs of the war will not always be possible in the same locality where production cut-backs have occurred.

In view of these facts, great flexibility in the manpower program will be necessary to meet the situation during the coming months. The decentralized organization of the War Manpower Commission should be an asset, as it will permit adjustments to be made in particular areas as they are required.

In response to questions, Dr. Haber said that the WMC has urged that cut-backs be made in labor shortage areas wherever possible, as the workers released can be immediately placed in other industries. No established policy has been formulated by the WPB and the Army and Navy on this point, although the general principle is acceptable to them. It is a policy that no new war contracts will be placed

in critical labor areas; this is one of the reasons why small businesses on the West Coast wish to resume civilian production.

Some members believed that some production should be planned to permit utilization of older and unskilled persons who are unable to adapt to skilled war work. Dr. Haber felt that this class of employees represents a very minor proportion of the working population; most workers can be trained to adopt new skills, he contended.

Civilian Production. --The WMC has taken no stand in the controversy regarding the resumption of civilian production, Dr. Haber remarked, except through the Production Executive Committee. That committee has stated that under no conditions shall permission be given to resume civilian production if any hazard to any war production program will result from such action.

The pressure for civilian production has increased since metals have become less critical; the suggestion has been made that materials be granted for civilian production in preference to cut-backs. The WMC, WPB, and other Government agencies are cooperating on the problems presented, and the general feeling is that no action should be taken along this line until the European phase of the war is over, or at least until the end is in sight.

Employment of Women.--During the last 4 months, the number of women employed has remained relatively stable; previously, there had been a rapid increase in the employment of women after their entry into the production field. Approximately 900,000 more women will be needed in the next 6 months to bring the number up to a total of 18,700,000 by next July. The achievement of this goal is greatly hampered by the

turn-over among women employees; present indications are that 8 out of every 10 women who enter industry leave within a short time. The psychological factors discussed earlier greatly influence this trend and, particularly, affect the decision of women against acceptance of alternative work.

Dr. Haber felt that the Women's Advisory Committee might offer valuable advice regarding methods of preventing the high turn-over rate, and, through publicity, might aid in overcoming the psychological hazards inherent in a seemingly paradoxical program of cut-backs and strenuous recruitment.

NATIONAL SERVICE

Dr. Haber briefly discussed the status of hearings in Congress on National Service legislation. Mr. McNutt has not yet testified, but will be called upon to do so before the hearings are completed. In the meantime, he has outlined his position on the subject in a recent press release, in which he emphasized that a splendid job has been done by voluntary methods of mobilizing manpower and that National Service legislation cannot be considered a reflection on the achievements made. He expresses support of the position taken by the President and the Secretaries of War and Navy, however, in view of their greater knowledge of the military contingencies that may arise.

In view of the policy that precludes official discussion of any legislation in process, Mr. McNutt did not comment on the Austin-Wadsworth Bill at his press conference. The general feeling among WMC officials is that the Austin-Wadsworth Bill does not provide

safeguards for the employee and that it stresses the assignment feature, which should be the final step rather than the first step in mobilizing manpower. Recruitment and mobilization at the local level will still be extremely important even if National Service legislation is passed.

POLICY AND PROCEDURAL CHANGES

Agreement Regarding Recruitment of Women for Industry and for Military Service.-- The War Department, the Navy Department, and the War Manpower Commission have agreed upon a policy for recruitment of women for war production and for the WAC, WAVES, and SPARS. The Army and Navy will not recruit women from essential plants or from an essential community without prior clearance with WMC officials. A joint program will stress the importance of both types of service and attempt to influence women to join either the production or the military phase of the war effort.

A committee member favored the extension of Selective Service to women to relieve them of the condemnation sometimes expressed because they do not volunteer for military service. She pointed out that men are not considered unpatriotic when they do not volunteer.

Revision of Appeals Regulation.--Dr. Haber reported a recent revision of the appeals regulation that expands the right of appeal and simplifies the procedure.

War Advertising Council.--The War Advertising Council has offered assistance to the WMC in effectuating a publicity program on manpower through the use of local outlets, Dr. Haber stated. This council is composed of leaders in the advertising field and its services are

offered to war agencies without charge.

The committee felt that, in view of the importance of the appeal to women in any mobilization campaign, the Women's Advisory Committee should have a voice in the selection of material for the contemplated campaign. A member stressed the importance of a factual presentation to avoid confusion. It was suggested that the Chairman of the subcommittee on Public Relations be present at the final conference and at as many of the preliminary discussions of the program as possible.

Development of WMC Field Program.-- Originally the Production Urgency Committees were established in critical areas; they are operating successfully in these areas and the War Production Board has expressed a desire to set up in each community a production council to furnish current information on manpower urgency in all tight labor areas. In the meantime, WMC field offices are endeavoring to establish priorities on manpower in order to operate more efficiently whether or not production councils are organized.

During the past 6 months the emphasis on field procedures has changed from controlled referrals to employment ceilings, although both methods are still in use, Dr. Haber reported. Employment ceilings are maintained through the establishment of a labor budget comprised of the available manpower in an area and the careful allocation of the labor supply to places of most critical need. Each plant, essential or nonessential, has a designated ceiling on the number of employees necessary; referrals are made to the plant only when additional employees will not exceed the ceiling.

Woman's Advisory Committee
War Manpower Commission
Summary

February 15, 1944

The employment ceiling can be used as a device to prevent special war programs from being superimposed upon normal production in labor shortage areas, Dr. Haber stated in reply to a question. It is not effective in forcing the discontinuance of civilian production that does not require critical materials, however, when no war contract would be given the nonessential plant but the workers are needed in another industry in the area. The difficulty of securing manpower for the production of bearings in the Hartford, Connecticut, area is an example. A committee member pointed out that this problem is further complicated by the low wages and bad working conditions in the bearings industry itself.

dupe

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE TWENTY-SEVENTH MEETING, February 16, 1944

9:00 A.M. to 12:00 P.M. and 2:00 to 5:00 P.M.

Room 5545 Social Security Building, Washington, D. C.

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Dr. Esther Cole Franklin
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elisabeth Christman (Alternate)
Miss Eleanor Park (Alternate)

War Manpower Staff Present

Miss Charlotte Carr
Miss Virginia Price
Miss Rhea Radin

War Production Board Staff Present

Miss Lillian Herstein
Miss Lillian Schearer
Miss Anna Gould

Children's Bureau Staff Present

Dr. Martha M. Eliot
Dr. Katherine Bain

Women's Advisory Committee
War Manpower Commission
Summary

February 16, 1944

PURPOSE OF THE MEETING

The morning of the second day was given over to reports regarding the problems of women in shipbuilding and aircraft industries on the Pacific Coast, plans for cooperating with unions, counseling problems, meternity policy for industry, and the activities of the Plant and Community Facilities Section. In the afternoon the committee met to hear subcommittee reports, the Chairman's report, and remarks by Mr. Ingle, the new Director of the War Manpower Commission Information Service.

PROBLEMS OF WOMEN IN SHIPBUILDING AND AIRCRAFT INDUSTRIES

Miss Lillian Herstein of the Office of Labor Production, WPB, reported on her survey of the Pacific Coast shipbuilding and aircraft industries. She emphasized that women's problems are those of human beings with double responsibilities, pointing out that men confronted with the responsibility for home and children in addition to work react in the same manner as women. She remarked, however, that the task of finding a solution to the problem of assisting women to remain on the job is complicated by the failure of the woman herself to analyze the reasons for her decision to stop working.

Recreational Facilities.--Lack of adequate recreational facilities, especially for children, is an important problem confronting women in industry. Particularly in congested areas that have mushroomed overnight, both recreational facilities and leadership are lacking. This problem is related to the double-sessioning of schools, as children are only in school half the day. Two types of recreational facilities are needed: recreational facilities in housing projects and commercial facilities in the town.

Labor Relations.--An important factor in the continued employment of women is the attitude of the community and the unions toward the women workers in the war plants. In many areas the unions are now cooperating to help women workers adjust, although in most places they were slow to accept women.

Child Care.--There still remains a need for educating parents to

appreciate the advantages of the nursery school, Miss Herstein stated, as it is not a part of the American tradition. The stigma of charity is attached to the nursery school by most working mothers because their only experience has been with the WPA nurseries; they have no contact with private nursery schools which cater to the children of wealthy parents.

To render a child-care program successful, an educational job with respect to the nursery school will be necessary; also, the resistance to the extension of public education that is evidenced by some elements of society must be overcome. The Office of Labor Production is endeavoring to advance this program and all other programs that will assist in the goal of keeping women in production.

PLANS FOR COOPERATING WITH UNIONS

Miss Lillian Schearer, Office of Labor Production, WPB, explained that she has been employed by WPB to aid in building a better understanding between the public and labor. She was recruited from among the workers, so that her realization of their needs and problems might help to pave the way for closer cooperation between the Government and the unions, especially with respect to women in production industries.

COUNSELING PROBLEMS

Miss Anna Gould, Office of Labor Production, WPB, described a new movement toward joint action by labor and management in the solution of counseling problems. This action is still in the experimental stage and applies only to certain areas; the program will be revised as experience is gained. Experience with management counselors, out of

which the movement has grown, indicates that bad counselors are a liability and that even good counselors may not secure the confidence of employees.

The present plan on trial in Detroit provides for plant counselors who are union representatives and for a training school to keep shop stewards informed on sources of assistance to workers. Union counselors can gain the confidence of workers, especially if assisted by shop stewards who work side by side with the workers.

The recognition by management that the unions have a place in counseling is the present goal. Joint labor and management action on this and other community problems will be a decided gain in community cooperation.

Committee members commented on the shortage of trained counselors now available to either management or labor, and stressed the need for persons who understand human relations and the effect of personal problems on the productivity of the employee.

MATERNITY POLICY FOR INDUSTRY

Background.--Dr. Martha Eliot of the Children's Bureau, Department of Labor, commented on the lack of scientific knowledge upon which standards for a maternity policy can be based. In 1936, discussion of the problem had begun in Europe, but no thought was given to it in the United States. It was not until June 1942 that a conference was held to consider the formulation of such a policy. As a result of this conference a statement was issued recommending provision for prenatal care; a period of leave before and after delivery; and exclusion of pregnant women from

certain types of work. Some 26,000 copies of the statement have been distributed through personnel managers, labor unions, insurance companies, and other organizations.

In addition to the recommendations made in the statement, a number of considerations were discussed at the conference, but no general agreement was reached. As more information was needed, the Children's Bureau has conducted a survey for the purpose of discovering what policies now exist in industry; further investigation is needed to determine which present policies and suggested policies are practicable and what the effect of various occupations is on pregnant women.

Survey on Current Policies.--Dr. Katherine Bain, also of the Children's Bureau, reported on the study conducted by Dr. Charlotte Silverman for the Bureau. It covered 70 plants in seven States, employing 250,000 women; wide geographical distribution was secured and a variety of war industries were included. No attempt was made to gain a typical picture, however, as it was considered more desirable to study plants which employ large numbers of women; some had a long record of employment of women, while others had only recent experience with women employees.

There was no uniformity in the results obtained; some plants had no records on pregnancy and others had very good records. Some had no policy except that of termination at the beginning of pregnancy; others had some policy; but few had a comprehensive policy. The better policies were found among firms which had employed women over a long period of

time and wished to keep employees working as long as possible. The usual practice was termination of employment rather than granting of maternity leave; however, most plants would reemploy women after a period ranging from 4 weeks to 6 months after delivery.

Some of the provisions that should be embodied in a practical policy have been outlined by the Children's Bureau as a result of the survey. They are: (1) avoidance of penalizing regulations; (2) examination of women to determine continuation of employment on an individual basis; (3) job evaluation and transfer to other work, if necessary; (4) periodic check-ups; (5) reasonable prenatal and post partem leave; (6) cooperation of industry and unions to protect reemployment and seniority rights.

The statement of a practical policy has been published and has influenced some plants to establish a maternity policy, although such policies usually include only the medical features of the policy outlined by the Children's Bureau.

A committee member commented that a return-to-work policy might be more acceptable to employers if the fear of increased absenteeism could be overcome. She suggested that an effort be made to extend the data regarding the proportion of absenteeism among mothers of young children. It was generally felt that reduction of absenteeism among women of this group is dependent upon extension of child care facilities to provide for children under 18 months and to provide for the segregation of children suffering from colds and other minor ailments.

Dr. Eliot emphasized that, although community provisions for

pregnant women are woefully lacking at present, the community's responsibility to the pregnant woman is as great as toward the baby after birth.

The policy outline has been distributed to labor unions and to a number of industries, Dr. Bain stated. A committee member suggested that it be distributed also through the American Management Association and the National Association of Manufacturers.

PROGRESS REPORT OF THE PLANT AND COMMUNITY FACILITIES SECTION

Miss Radin reported that the Plant and Community Facilities Section has been enlarged and the preliminary planning and interpretation have been completed so that a program can now be implemented. The provisions of Field Instruction 136 and a supplement thereto represent an improvement in the integration of plant and community facilities problems into the WMC program. The provision for the appointment of a person in WMC area offices to handle this phase of the manpower problem is particularly gratifying.

The housing situation has been eased in many communities, but in-plant feeding, shopping facilities, transportation facilities, and recreational facilities still present difficulties. Miss Radin cited an instance where absenteeism decreased from 13 percent to 3 percent in one month when shopping facilities were provided for workers; an educational program on the importance of the work was inaugurated at the same time.

A committee member suggested that individual instances of this type should be brought to the attention of Area Directors to highlight the program. Other members commented on the advisability of having shopping,

feeding, child care, and related programs handled by the same official and on the need for staff training in these phases of WMC aims.

Miss Radin asked that committee members channel to her any problems on plant and community facilities that may be called to their attention.

A motion was made, seconded, and passed unanimously that the Women's Advisory Committee prepare a statement of recognition of the progress made by the Plant and Community Facilities Section.

SUBCOMMITTEE REPORTS

Subcommittee on Community Facilities and Services.--Mrs. Dunbar, Chairman of the Subcommittee on Community Facilities and Services, reported on the discussion of community problems by representatives of the Office of Education and the Children's Bureau. The need for better counseling service at present and during the demobilization period was stressed. Various aspects of the problems of working mothers were covered. Provisions for care of the sick child, care of children under 2 years, and recreational facilities for older children were considered in need of further action. Closely related to the latter phase should be a consideration of the need for recreational facilities for returning soldiers, many of whom are barely past high school age. Emphasis was also placed on the preparation of a guide to acquaint the working mother with the types of facilities and services she should expect from the community and the plant.

Mrs. Dunbar displayed pictures of the housing development of Vanport City, Oregon, which accommodates 40,000 people. She discussed

some of its facilities and commented on the fact that neither its nurseries (which are Government-operated) nor the Kaiser nurseries at the plants are fully utilized. In fact, the Kaiser nurseries have facilities for 1,500 children, but only 300 are being cared for. It is difficult to ascertain the reasons for failure to utilize these facilities; the most common criticisms of the nurseries fall into two categories -- poor location or poor equipment.

The 200-percent utilization of school facilities is believed to be greatly responsible for the increase in juvenile delinquency, Mrs. Dunbar stated. Miss Hickey reported that, as a consequence of the committee's advice to Mr. McNutt, this matter has been discussed with the WPB, and a pool of materials has been made available for the expansion of school facilities.

Further suggestions of the subcommittee were: cooperation with other agencies on demobilization plans; representation of the Women's Advisory Committee at meetings of other Government agencies; and cooperation with the Children's Bureau in the dissemination of the maternity policy statement to WAC personnel and to management. The last item is extremely important at this time because of the problems confronting many wives of service men.

A motion favoring wider dissemination of the maternity policy statement was made, seconded, and passed unanimously by the committee.

Subcommittee on Public Relations.--Miss Bloodworth, Chairman of the Subcommittee on Public Relations, reported that the subcommittee had been pleased at the issuance of the pamphlet to women's organizations

and had agreed that material should be prepared for dissemination to labor critical areas. In addition, lists of relevant films should be made available to women's clubs, if possible.

The program regarding the recruitment of women for industry and for military service was discussed in detail at the meeting; specific suggestions concerning it were made to Mrs. Barnes of the Information Division.

The subcommittee discussed a plan for the orderly dismissal of workers during cut-backs and demobilization and agreed that formulation of a policy is desirable; it should not be taken for granted that women will want to return to the home after the war. The criterion for release should be skill, not need; it is an unfair assumption that women do not need to work. As a result of the subcommittee discussion, Miss Bloodworth recommended that the following points be embodied in a policy for withdrawal of women from industry:

1. That notice of cessation of work be given as far in advance as possible.

2. That split-shift workers, including children for whom part-time working arrangements have been made, be laid off first.

3. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible.

4. That separation of other women workers be based on the following considerations:

(a) Skill necessary on the job

(b) Seniority on the job

(c) Dismissal pay based on length of service

5. That plans be made for counseling workers dismissed as to the following:

(a) Possibilities and procedures for transfer to other jobs in the locality

(b) Re-training programs in operation in the locality

(c) Social Security rights, (Unemployment insurance-old age pension) and any other Government provision.

Three members were appointed to draft a policy for presentation to Mr. Haber. It was assumed that women in service would be covered in provisions for veterans which fall within the province of other agencies; some members wished the policy statement from the Women's Advisory Committee to give recognition to the problems confronting this group of women, however.

Miss Bloodworth suggested that the data contained in Miss Radin's report on the progress made in the field of community and plant facilities be made available to the Subcommittee on Public Relations for distribution. Miss Hickey believed that a short bulletin could be released on this subject and that it would be very effective.

Subcommittee on Post-War Planning.--Dr. Franklin, Chairman of the Subcommittee on Post-War Planning, reported that the group discussed methods of implementing general policies. A two-fold approach was suggested:

1. Preparation of a statement regarding a program which could be

effectuated in cooperation with other interested agencies. This program might involve suggestions regarding administration, organization, procedures, and guidance for retraining of women.

2. Statements of specifics to be widely disseminated to employers and to various groups of women employees to help them adjust to the demobilization period.

The subcommittee hopes to have a plan drafted for presentation to the full committee at the next meeting; in the meantime, any specific suggestions regarding the program will be welcome, Dr. Franklin said. Miss Hickey requested each committee member to submit a rough draft of suggestions on post-war plans and comments on post-war needs. She remarked that Dr. Haber has expressed enthusiasm over the planning along these lines by the Women's Advisory Committee. Such planning will help to remove uncertainties regarding post-war employment and will help present recruitment. The program on cut-backs and demobilization must be integrated with post-war plans, as it must operate during the present and the transition period.

REPORT OF THE CHAIRMAN

Miss Hickey reported that a WMC Program for Mobilization and Utilization of Women for Wartime Employment has grown out of the statement submitted last spring regarding the defects in the relationship between the Women's Advisory Committee and the War Manpower Commission. The critique of manpower thus presented has received staff consideration and has fostered a better understanding of the functions of the committee. In order that the material contained in the statement might be

used in a public release, Mr. Appley suggested that the statement be submitted to the Facts and Analysis Section. This has been done, but the program outlined by that section is very factual and therefore not readily adaptable for public dissemination. It can be used by members as background for speeches and in a number of other ways, however.

Copies of the program were distributed and the possibility of having a release prepared by the Information Division was discussed. No conclusion was reached on this point, although some members expressed the opinion that the historical value of the document exceeds its publicity value.

MR. INGLE'S REMARKS

Mr. Ingle, War Manpower Commission Information Director discussed the need for womanpower in the war effort, outlined his observation of the Red Cross clubmobile girls in England, and requested that the Women's Advisory Committee call on the Bureau of Information for assistance whenever desired.

NEXT MEETING

The next meeting of the committee was scheduled for Tuesday and Wednesday, April 11 and 12, 1944.

WMC WAC

28th meeting April 11, 1944

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elizabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present

Miss Charlotte Carr
Mrs. May Thompson Evans
Miss Virginia Price
Brig. Gen. Wm. C. Rose
Miss Nelle Williams

By Special Invitation

Mrs. Frances W. Trigg
Office of Education
Miss Lillian Herstein
War Production Board

PURPOSE OF THE MEETING

The morning of the first day of the meeting was devoted to: (1) an executive session during which the Chairman of the Women's Advisory Committee gave her report: (2) an explanation by General Rose of WMC travel order restrictions; and (3) a discussion on women counselors in industry. Subcommittee meetings were held during the afternoon.

. . . . . .

Status of the Committee's Recommendations--Miss Hickey reported the status of the recommendations of the committee.

1. Representation at Meetings of Other Agencies

The committee's recommendation that the Women's Advisory Committee be represented at meetings of other Government agencies received favorable attention and Mrs. Lenroot will notify the office of meeting dates. Miss Hickey stated that she wial represent the committee if she is able to do so. If not a Washington member of the committee will be invited to attend. If none of the committee members are available, Miss Price will go.

2. Distribution of the Policy Statement on Maternity

Since the previous meeting, when the committee recommended wider dissemination of the maternity policy statement, the WMC Bureau of Utilization has sent out 3,000 copies of the statement. The committee office has received 500 copies, and Mrs. Hobart has received 300 copes. It has been necessary for the Children's Bureau to get a reprint, Miss Hickey said.

3. Local Womanpower Committees

In response to the committee's request that a list of local womanpower committees, together with the names and addresses of the chairmen, be obtained, field offices have reported such committees exist in the following cities: Cleveland, Dayton, Canton, Springfield (Ohio), Cincinnati, Kalamazoo, and Louisville. An attempt is being made to secure from the field offices the names and addresses of the chairman.

4. Films for Women's Organizations

The possibility is being investigated of obtaining films designed to interest women in war work and the military services for distribution to women's organizations, Miss Hickey reported. The field offices and the information office are interested in the plan.

5. "Wartime Responsibilities of women's Organizations"

This pamphlet seems to be very popular, Miss Hickey told the committee/ Copies have been sent to all public libraries, 5,000 copies have been distributed by the Office of War Information, 1,000 copies have been dent to field offices, the committee's office sent out 600 copies, and many special requests have been filled.

6. "The Place of Women in the Post-War World"

This statement, prepared by the committee for the press, has received wide publicity both in the United States and abroad. Miss Hickey read a letter received from Miss Dorothy Crook of the OWI in London. The letter indicated the extent to which the statement had been publicized in England. Attached to the letter was a copy of the publications, "The Labour Woman," which carried the full release on the first page. It was pointed out that the statement had also received space in the Australian press.

7. National Service Legislation

Because the committee was unable to agree on the phrasing of a memorandum for submission to Mr. McNutt and because differences of opinion were evident, no memorandum was prepared, Miss Hickey stated, Miss Kickey reported, however, that she had explained the various opinions expressed by the members to Mr. McNutt because she thought it important for him to know that several members of the committee were in accord with the statement made by the President.

Since the last meeting, Mr. McNutt was called upon to testify on national service legislation. He denied the necessity for the procedure but indicated that he would not oppose legislation if the armed services deem it necessary.

8. Employment of Youth Under 18

Some time ago the policy preparedby the committee was approved in general by the Army, the Navy, the Maritime Commission, and the WAr Production Board. Recently, the War Manpower Commission was requested by the Children's Bureau to disseminate the statement and to urge implementation of the policy. The Statement was sent to regional and area directors with the request that action be taken to implement it wherever possible

The statement, as originally prepared by the Women's Advisory Committee, has remained practically intact. One change of consequence was made, Miss Hickey indicated, and has been approved by the Children's Bureau. The policy now states that the combined work and school week is not to exceed 48 hours. Although this would not be recommended as a normal schedule, it is felt to be a realistic program for the duration of the emergency situation

/ / . . . .

WOMEN COUNSELORS IN INDUSTRY

Mrs. Frances W. Trigg, Special Agent, War Production Training of Women, Office of Education, outlined some of the Difficulties to be overcome before counselors are accepted.

Mrs. Trigg's remarks--The lack of discrimination by industry in the choice of counselors is a primary problem, Mrs. Trigg stated. When a company with a high absenteeism and turnover rate among women employees makes the decision to hire a counselor, the choice is often made from among friends of an executive,

teachers, social workers, or socially prominent families of the town. None of these women have the background required for the job and no training is offered. The woman hired as counselor is merely told that she is to handle the women employees and it takes months of experience before she can secure the knowledge necessary to perform her job adequately. A counselor must have the respect of the women who work on the production line, and a counselor unacquainted with the production problems of the specific industry cannot do an effective job; she is unable to talk to the women in their own language.

The antagonism of industry towards women employees tends to magnify their problems and increases their feeling of insecurity. Women will not expend their maximum effort if they know that they will be terminated as soon as the emergency is past. Extensive use of trained counselors would change the situation and increase the security of women. But trained counselors are necessary, and at present they are few. However, the Office of the Secretary of War has requested the Office of Education to outline a training course for counselors. The course which is being planned is to last 6 weeks, 5 hours a day, and is to be given in six sections of the country. But management as well as counselors must be trained. Management must be instructed in the functions and operations of counselors, At present, the counselor is rarely given a proper place on the staff; she has no status and no authority.

Discussion--In response to an inquiry, Mrs. Trigg stated that her organization is just starting to prepare a job analysis for counselors. A study is being made and management will be supplied with an outline showing what qualifications are necessary fro counselors, where the properly qualified personnel can be secured, and what the functions and duties of counselors are. The report on a series of conferences held in Tennessee will be issued soon.

. . . . . .

Several committee members thought that counselors have a place in industry and that there should be counselor training program. They were of the opinion, however, that a good personnel relationship, good foremen, and good shop stewards are more important factors than counselors in solving adjustment problems of women. Where there are a good supervisor and a good shop steward, the counselor acts as an assistant to one or the other--more successfully as an assistant to the shop steward, Miss Hickey said. She told about one plant that has a counselor, a recreation director, a nurse and a housing advisor. The counselor, who works in close cooperation with the personnel department, is called upon only to solve special problems.

. . . . . .

At the request of the committee, copies of the job analyses and the report of the Tennessee meetings will be suppled to members as soon as they are available. The suggestion was made that copies of instructions and suggestions to management should be disseminated through the American Management Association and the National Association of Manufacturers.

WMC- WAC

29th meeting April 12, 1944

CHairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellance
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elizabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present

Mrs. S. F. Branson
Miss Charlotte Carr
Mr. James S. Collins
Miss Mary Curron
Mr. Clinton Golden
Miss Ruth Green
Miss Virginia Greenberg
Mrs. Florence Gonzales
Mrs. Helen Stohl
Mr. Edward Ingle
Miss Sophie Nack
Mrs. Marjorie Nash
Miss Virginia Price
Mr. Philip Van Wyck

By Special Invitation

Miss Marion H. Britt, B & p.w. Clubs
Mrs. Una Franklin, OWI
Miss Harriet Griffith, The Star
Miss Correne Hardesty, U.P.
Miss Janette Harinton, OWI
Mrs. Geneveve Herrick, Mag. Bu. OWI
Miss Kathryn Lenroot, Child. Bu. Labor D.
Miss Alyce Moran, Times Magazine
Miss Rachel Nyswander, Women's Bu. D. of L.
Miss Mary Switzer, Fed. Sec. Agency
Mrs. Frances W. Trigg, U. S. Office Edu.

PURPOSE OF THE MEETING

During the morning of the second day, the committee met in executive session to hear Mr. Appley's report on the manpower situation, the administration of the War Manpower Commission, and the recent draft requirement. Mrs. Ethel M. Wood, Honorary Secretary of the British Parliamentary Womanpower Commission, spoke on the organization and aims of her group. During the afternoon, Mr. Clinton Golden outlined the dismissal wage plan, Mrs. Stohl sought the endorsement of the commiteee for the Working Mothers' Club, and subcommittee reports were submitted.

MR. APPLEY'S REPORT

Review of the Manpower Situation.--Mr. Appley reviewed the various phases through which the manpower situation has passed during the two years since the creation of the War Manpower Commission.

The first phase, during 1942 and the early part of 1943, was a period of mobilizing and allocating manpower. There was adequate manpower willing to aid in war production and production schedules were maximized. The period was therefore one during which there were sufficient workers and an ample labor reserve to produce full schedules.

During the second stage, from early in 1943 to the end of the year, shortages of skilled workers developed in many ares. Maximum production was still required but it was difficult to obtain qualified workers. Procurement agencies instituted the incentive system of scheduling, i.e., schedules in excess of production. It was a period during which it was necessary to allocate insufficient manpower to meet a capacity production program.

In January, 1944, the third and present phase started with a change in the tempo of production. The procurment agencies of the War Production Board set production for 1944 at the same level as the fourth quarter of 1943. Some industries are at the peak of production while schedule revisions, upward and downward, are necessary in other industries. The total labor supply is adequate, but it is not in the right place at the right time. Likewise, production has leveled off, but not evenly. As a result of cut backs in some areas and increased schedules in other regions, there are instances of both labor shortages and unemployment. In addition, there is a shifting of labor due to the workers' feeling of insecurity on war jobs. Employees hear of cut backs and think the war is practically over. Afraid that their services will be terminated, they leave their war jobs for nonessential jobs that will be secure after the war. Few people realize that military orders cannot be set in advance because of the sonstant changes in schedules necessitated by changes in the military campaigns.....
. . . . . To eliminate confusion and to ensure utilization of labor where it is necessary, the War Manpower Commission is attempting to obtain from the procurement agencies advance notification of contemplated outbacks so that arrangements can be made to transfer the workers to other essential jobs. Where this procedue has been followed, the results have been successful. The third period is, therefore, one of adjustment. Labor and production are adequate in total quantity but the distribution is unbalanced.

The next stage will be gradual demobilization as the end of the war in Europe is seen. After the invasion, the collapse of Germany will result in reductions. But it is hoped that there will be some forewarning of the cessation of hostilities in Europe so that plans can be made for a gradual demobilization. War production for the fight against Japan will have to continue.

WMC Administration.--There have been three stages in the development of the War Manpower Commission, Mr. Appley stated. The first stage started when the agency was created on April 18 1942; the second stage started in July 1943; and the third stage started in January, 1944.

When the Commission was created, the activities of many organizations were placed under the jurisdiction of the one agency. There were initial problems in attempting to coordinate the several activities because the groups could not realize that their organizational entity could be maintained as a part of the WMC. This period was also one during which diverse groups had to learn to work together--management and labor, for example--to solve local problems.

By July 1, 1943, these difficulties had been generally eliminated; activities of intra-agency organizations were coordinated and various groups were cooperating in the interest of the war. At that time, a decision on organization was evolved and responsibilities were assigned in accordance with the "staff and line" procedure. The many concepts of a manpower program were considered and, as a result of the combined thinking of the many groups within the Commission, a sever-point program--finally prepared by the Management-Labor Policy Committee--was issued on August 14 as the WMC policy on manpower. It is the conviction of the agency that any manpower problem can be solved by the application and implementation of the policy procedure. And since August, 1943, when the statement was issued, there have been no basic changes in WMC policy. . . . . .

The theory of the WMC that the manpower problem can be solved voluntarily at the local level through the cooperation of Management-Labor committees with a minimum of Government intervention has been successful. Now that the organization and program of the WMC are established, the problem is one of training executives and supervisors so that there will be capable personnel to administer the program. The first 6 months of 1944 are, therefore, being devoted to building up the administration in local communities. Attention is being given to the training-within-industry program, the job methods program, job training program, utilizations study, program and program control studies, and administrative methods.

Draft Requirements.--Mr. Appley briefly reviewed the events leading up to the recent confusion on the question of draft deferments for young men.

In January, Congress was requested to consider the enactment of national service legislation. The request was made by the President of the advice of the armed services. The War Manpower Commission was not consulted.

...

On February 26, Mr. Roosevelt sent a letter to Selective Service and theWAr Manpower Commission indicating the necessity for tightening up on deferments, especially for young men under 26. The letter implied that production and food problems were second to the requirements of the armed forces for men; that inductions were 200,000 below quotas; and that January level for men in the Services would not be reached until April. Announcement

in the press of the letter, which was instigated by the Army, caused an unprecedented state of confusion. The data contained in the letter were contrary to facts known by the WMC. Industry and agriculture objected violently and predictd drastic production declines. Morale was disrupted.

Then the Production Executive Committee decided to establish order. But military men who are accustomed to dealing with men as units, not as individuals, could not intelligently approach the problem and the matter became a jurisdictional dispute over the control of civilian manpower by the WMC. Mr. McNutt finally decided to assert his authority and, on March 24, at a meeting of the War Manpower Commission, he presented a simple plan which was accepted. The procedure was adopted and an interagency committee (((Mr. McNutt, Chairman) was set up to determine the specific activities so vital that their operations cannot be jeopardized by the threatened loss of men under 26; specific plants to receive consideration; and the number of men to be deferred in each of the specified plants.

It was the opinion of the Commission that the confusion was unnecessary, the committee was told Mr. McNutt asked the President to write a letter retracting his letter of February 26, but Mr. Roosevelt's advisors advised against it. The Army, in reality, is not short of men. Instead of not reaching its January level until April, the June level was reached in April. That is why inductions have been curtailed; the Army cannot absorb any more men. And the Navy's original estimate of requirements---200,000 men--was cut in half because in computing its needs, 50,000 men in training and 40,000 officers were overlooked.

Discussion.--Committee members were of the opinion that morale would be seriously disrupted if the facts regarding the draft situation were made public at this time. When the facts are explained, presentation should be authoritative and cautious so that the public will not be unduly disturbed.

. . . . . .

In response to a member's inquiry as to what is being done to encourage workers to transfer to areas where their services are necessary, Mr. Appley explained that campaigns are sponsored on a local level to advertise the days when recruiting agents will be available to hire workers for companies that need labor. This procedure is effectuated through an inter-regional system of cooperation.

BRITISH PARLIAMENTARY WOMANPOWER COMMISSION

. . . . . .

Organization.--The Womanpower Commission, formed by the women members of Parliament in 1940 to facilitate the mobilization of women for war work adn to protect their interests, has no official status. At the start of the war, the unemployment among women was appalling as a result of the attitude that mechanization obviated any substantial hiring of women workers. Women's organizations and the women in Parliament violently opposed this condition and the decision was made to establish a committee. All of the woamen members of Parliament were invited to join and, since the formation of the committee, party differences have been subordinated on policy matters for the best interest of the war. Because the members did not have sufficiently varied experience in all fields, especially trained women from other groups were invited to participate. The Trades Union Congress appointed three women and other groups have sent representatives.

Activities.--The committee meets in the House of Commons for the convenience of the members of Parliament. Although it has no status, the Womanpower Commission is recognized. After all, Mrs. Wood said, there are 11 members of Parliament on the committee, and, during the past four years, they have had a decided influence in their "nuisance value." Aside from the pressure exerted by the members of Parliament on their colleagues, there have been some concrete achievements of the committee. The first act of the Womanpower Commission after its formation was to request of the Minister of Labour that a woman representative be appointed to the Labour Supply Board. The request was refused, but the Commission prepared a memorandum fully explaining the necessity for the representation and the request was finally granted. As a result of the Committee's efforts, advisory committees to the Ministry of Health and the Ministry of Labour have been formed. The Womanpower Commission is represented on each committee by two members. The Commission has been fighting for equal compensation for war injuries and for equal pay for women. The first campaign on equal pay is being limited to the lower classes of civil service employment where men and women take the same examination and do the same work but where increments for men are much higher than for women.

It is the policy of the Womanpower Commission never to criticize without submitting a solution. Some of the recommendations of the group have been effected through force of circumstances as the war progressed. England is a totally mobilized country. Improvements in dealing with and caring for women were necessary. For example, the system for interviewing and classifying women has been improved; child-care facilities have been expanded; and shopping facilities have been improved.

Abstract Benefits.--Aside from concrete actions, one of the most beneficial results of the Womanpower Commission has been its educational value in teaching its members of different political parties to cooperate on important issues while maintaining their individuality on details. The committee has also proved that a small, determined, organized group can influence a much larger, but undetermined group.

Trends in England as a Result of the War.--The effects of wartime conditions will be important in developing post--war experience, Mrs. Wood thought, For instance, as a result of all of the different wartime measures--limitations and regulations on food, clothing, taxes, occupations, etc--the country has arrived at a position where it is organized for cooperation and not for competition. This position developed gradually as a result of the various situations confronting the nation. The necessity for fighting the war was realized and the people preferred to risk annihilation rather than to pursue a course of expediency and compromise. Class differences have practically vanished--all people share common experiences, the sameammount of food, and the same supply of clothing. All people share in civilian defense activities. This integrating influence of common experience will cement the country to an extent not generally realized.

Also, there has been an awakening of social consciousness in Great Britain. All people seem to share a sense of responsibility for caring for all other people. There is the desire to have legislation enacted to ensure education, promotion, and care for those unable to care for themselves. In addition, there is a real spiritual awakening which is expressed in the thinking and actions and interests of the people.

DISMISSAL WAGE PLAN

Turnover and underutilization of available manpower are problems, Mr. Golden stated. Surveys indicate that employees think the war is over and that they are attempting to find jobs that will be secure after the emergency period. Mr. Golden said that it was his thought that if some incentive were provided for workers in essential industries, such as the payment of a dismissal wage, employees would retain their war jobs. . . . . .

. . . . . .

Committee members denied that there is any relationship between the payment of a dismissal wage and the payment of unemployment compensation. They supported the dismissal wage plan and recalled that the committee had previously pointed out the necessity of paying a termination fee to women. The suggestion was made that the committee formulate a statement explaining the reason why dismissal wages are important--as an incentive to workers to remain on war jobs. Legislation providing for the payment of termination fees would build morale and would have a direct effect on production. One member remarked that some unions have endorsed the principle for many years and that many contracts provide for such payments. State laws prohibiting dismissal wages can probably be circumvented by apyments a few weeks in advance of terminations, it was thought.

WORKING MOTHERS' CLUB

The Working Mothers' Club of the WMC is a lunch-hour group formed by moathers employed by the Commission. Mrs. Stohl reported. She explained that most of the club's members are forced to work because their husbands are in the armed forces. The committee was originally formed around the tax problem; the working mothers thought they should receive an exemption for the amount they pay to maids who care for their children. At the first meeting, however, child-care and shopping problems were also discussed.

. . . . . .

Miss Hickey assured Mrs. Stohl that the Women's Advisory Committee recognizes the seriousness of the problems she and other working mothers are facing. It may be possible for the Women's Advisory Committee to recommend to Mr. McNutt that the WMC take the responsibility for providing community facilities and services, but the tax issue is not one upon which the committee as a committee can act because legislation is involved. As individuals, however, someof the members may lend their support. Also, the committee is planning to make a statement recognizing the importance to the war effort of domestic workers. The committee requested Mrs. Stohl to notify the members of the results of her meeting with the executive staff and of the council meeting.

After the departure of Mrs. Stohl, the motion was made and unanimously passed that a memorandum be sent to Mr. McNutt and the WMC recommending immediate action in the areas to increase community facilities and services, and that the memorandum should also point out that WMC is neglecting its own workers. The suggestion was also made that Mrs. Stohl should be advised to consult a good public relations person. Otherwise, it was stated, the chances of the Working Mothers; Club may be jeopardized by actions which are not in line with established procedure.

SUBCOMMITTEE REPORTS

Post-War Planning.--Miss Bloodworth, acting chairman of the subcommittee on post-war planning, suggested that the question on page eight of the statement"@The Position of Women in the War and Post-War Labor Markets," which was prepared after the meeting in Miss Anderson's office, should be clarified and adopted by the committee in its post-war plans. It is hoped that representatives of the Government agencies that are working with the problems interesting to the committee will address the next meeting so that specifics can be developed.

Some consideration should be given to the formulation of a statement that will recognize the contributions of household employees to the war effort, it was stated. One member of the committee inquired whether the committee could recommend that women be included in the peace delegation, and after some discussion, it was decided that the recommendation would be added to the list of specifics that are to be developed.

Public Relations.--The subcommittee on public relations suggested that women's organizations be supplied with data on critical labor areas--a definition, locations, and the problems--so that they can help to alleviate the problems of the women employees. Included in the statement should be the statistics presented by Mrs. Stohl. It was also suggested the the committee's release on the "Policy of Separation" should be sent to the National Assodation of Manufacturers, the American Management Association, the Chamber of Commerce, and area Labor-Management COmmittees. A statement regarding the necessity for dismissal wages might be added now.

Community Facilities and Services.--Mrs. Dunbar, Chairman, reported that the increase in the use of child-care centers is slow. The Kaiser yard facilities are underutilized to such an extent that the company is accepting children of working fathers. The greatest problem seems to be the transportation of the children from the home to the nursery. In addition, some of the centers are in poor locations and the quipment is too poor to warrant its transfer. In addition to the inconvenience of traveling with children at late hours, other factors contributing to the slight use of nurseries are: an attitude that the nurseries are charity; the poor location and equipment of some centers; and the reluctance of school boards to assume the responsibility for high-cost projects.

The opinion was expressed that in view of the child-delinquency problem, the committee should continue to support its recommendation that extended school services be supplied.

The problems concerning the employment of children in agriculture were discussed--better training of platoon leaders, the need for volunteers to examine the yards, that employ children, health inspection and examination, and transportation. The committee questioned the advisability of continuing its work on the problem. Miss Hickey suggested that, since the Children's Bureau is devoting itself to the problem, and since the committee is not in a position to explore the matter as extensively as the Children's Bureau, Mrs. Dunbar should obtain data from the Children's Bureau. The committee's interest in the problem can be reported and the committee can be kept informed of developments.

WMC - WAC

30th meeting June 14, 1944

Acting Chairman

Miss Bess Bloodworth

Committee Members Present
Miss Margaret A. Hickey (part time)
Mrs. Harris T. Baldwon
Mrs. Dorothy Bellanca
Mrs. Maudelle Bousfield
Mrs. Saidie Orr Dunbar
Mrs. Gladys Talbott Edwards
Mrs. Beatrice Goudl
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elenor Park (alternate)

War Manpower Staff Present"

Mr. Lawrence A. Appley
Mr. Charles M. Hay
aMiss Virginia Price

PURPOSE OF THE MEETING

During the morning of the first day, Mr. Appley and Judge Hay gave their reports on recent activities of the War Manpower Commission. In the afternoon, the committee discussed the manpower situation and reviewed previous suggestions for the effective recruitment and utilization of women.

. . . . . .

MR. APPLEY'S REPORT

Budget.--The results of the hearings with the Congressional budget committees on the WMC appropriation for the coming year were reviewed by Mr. Appley. The realism of the WMC budget at first aroused suspicion, but when the House committee recognized the fact that the War Manpower Commission is a streamlined war agency, the hearings progressed smosothly. Only minor cut-backs were made; that is, no funds were provided for the in-migration of foreign labor, for which 2 1/2 million dollars were requested, and a cut-back of $250,000 was made in the national defense budget for apprenticeship training. In addition, the agency was cut back to the employment level of May 1944, but other agencies were cut back to March 31. The approved funds were not allocated by activity, as is customary, but the entire approved budget was authorized for use as the agency sees fit. This attitude reflects confidence in the War Manpower Commission.

. . . . . .

Administration.--During the past 6 months, Mr. Appley stated, the agency has concentrated on training its administrators by extending the Training-Within-Industry program to its own employees. Recently courses have been initiated to give instruction in management and supervision. The War Manpower Commission is very conscious of the necessity for good management and, as a result of the widespread interest in supervision, the agency is functioning well.

. . . . . .

Present Manpower Situation.--Peak war production was reached without national service legislation, Judge Hay said. But the problem is not solved; WMC;s greatest difficulties will have to be faced from now on. If the necessary war production is to be maintained, the complacency of the public must be overcome. War production machines must be amnned to the end of the war. But the favorable progress of the armed forces has created the false impression that the end of the war is in sight and that return to normal occupations is indicated. The following situations abet the dangerous attitude that return to secure, peacetime pursuits is justified:

1. Ammunition industries are releasing about 100,000 workers a month. (production is not declining, but individual productivity is higher that it was at the start of the war.)

2. The Services have reached their peak requirements, and future inductions will be for replacements only.

3. War contracts are being cut back.

4. There is a great deal of pressure to resume the production of civilian items.

Thousands of workers are leaving their war jobs to find employment in civilian industries, although there are critical shortages in some of the war plants. There is no over-all labor shortage; there are enough men and women to do the necessary work, but they are not in the right places. It is important to make people understand that a critical production area anywhere in the United States is a national problem. Recruits from all over the country have to be supplied to the critical areas, and unless workers voluntarily transfer, legislation may be necessary.

2 Judge Hay thought that women's organizations could be helpful in educating people on the critical nature of the present problem. He pointed out that stress should be laid on the obligation of workers to volunteer for idrty, heavy jobs which, in some cases, are low paid. An attempt is being made to raise the wage scale, but action will take time and the need is immediate.

. . . . . .

Discussion.--A member of the committee expressed the opinion that the Priority Referral Plan, which is applicable to men only, will retard the recruitment of women. The need for women has been stressed, she pointed out, but now the WMC has adopted a national plan which excludes women. This inconsistency will be interpreted by women to be an implication that they are not required for war work. Unless the facts are presented, there will be confusion.

The greatest demand now is for men to do heavy work, Judge Hay explained, If men fill the hard jobs, women can replace them in lighter work. In fact, a greater number of women may be necessary. If necessary, women can be included under the plan in critical areas. But, if women were included in the national policy, the burden of administration would be much greater. It is important, however, for a clarification to be made, the implication that women are not necessary will have to be corrected.

. . . . . .

RECRUITMENT OF LABOR

Miss Bloodworth, at the request of Miss Hickey, read a letter from the Management-Labor Policy Committee, requesting that the Women's Advisory Committee suggest methods for improving the manpower situation. Special attention was called to Question No. 6 (six), concerning the utilization of labor not already engaged in the production of essential items by (a) accelerated recruitment of women to augment the labor force, (b) transfer of workers from civilian production in free labor areas to war production in critical labor areas, and (c) use of heretofore unused sources of labor.

Accelerated Recruitment of Women.--The committee believed that the only constructive ideas that it could offer on methods of accelerating the recruitment of women would be a reiteration of previous suggestions reviewed

in the light of athe present situation. The following points were mentioned as contributing to the reluctance of women to accept employment:

1. Lack of adequate transportation and community facilities
2. Absence of assurances of equal pay for equal work.
3. Additional pay in place of vacations. (Workers want a vacation and, in the interest of health, and in the long run, of production, vacations should be granted.)
4. Absence of arrangements for satisfactory working house. (In many plants, adjustments in hours are practicable, and if employers would make an effort to arrange working schedules--perhaps on a staggered or part-time basis--to suit the convenience of women who have home responsibilities, the response of women would be greater.)
5. Failure to give advance notifications of the probable length of employment and of termination. (There is a need for a public relations program to explain the reasons for lay-offs when they occur and to urge acceptance of new jobs. Advance notice of lay-eff is necessary if confusion and lowered morale are to be avoided.)

. . . . . .

The problem of recruiting women workers is closely related to dismissal policy, it was stated. Management should share with labor the background of production changes and terminations so that joint policies can be formulated. Stress must be laid on the necessity of full production by voluntary recruitment to preclude national service legialation.

The suggestion was made that women feature writers for newspapers might be called to a special conference for an explanation of the entire situation. If a press conference is called, perhaps by Miss Hickey, coverage will be better than if many releases are sent out. The same procedure could be applied to women radio commentators, many of whom have a large daily radio audience.

A further suggestion was made that immediate efforts should be made to recruit teachers. If assaurances are made that releases will be granted in the fall to permit return to schools, many teachers would be interested in working for 2 or 3 months.

Instead of appealing to the patriotism of workers, it was stated, stress should be laid on the results of an unsuccessful invasion and on the need for materials to insure the success of the allied troops. The threat of national service legislation is not usfficiently serious to achieve the required results. The suggestion was made that concrete appeals to women should be made on the local level. A national campaign can be conducted on the broad issues, but specific tasks should be defined locally; women want to be told what to do.

. . . . . .

Unused Sources of Labor.--The fact that there are many Negroes that have not yet been able to find employment was pointed out. Examples were given, however, of the forced acceptance of Negroes in several cities.

WMC - WAC

31st meeting 6-15-44

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Dorothy Bellanca
Miss Bess Bloodworth
Mrs. Maudelle Bousfield
Mrs. Daidie Orr Dunbar
Mrs. Beatrice Gould
Mrs. Gladys Talbott Edwards
Mrs. Lowell Hobart
Miss Jennie Matyas
Mrs. Blanche Ralston
Miss Elizabeth Christman (alternate)
Miss Eleanor Park (alternate)

War Manpower Staff Present

Mrs. May Thompson Evans
Mr. Wm. C. Haber
Miss Marie Lane
Miss Virginia Price
Miss Elsie Soltar

By Special Invitation

Brig. Gen. Frank T. Hines,
Administrator of Veterans' Affairs
Miss Frieda Miller, Special Assistant
to U. S. Ambassador to Great Britain
The Hon. John Gilbert Winant

Miss Una Franklin
Miss Bess Furman
Mrs. Genevieve Herrick
Miss Mary Keeler
Mrs. Antea O'Hanlon
Miss Mary Elizabeth Pidgeon
Miss Win Webb

WAC
WMC
Summary

June 15, 1944

PURPOSE OF THE MEETING

The second day of the meeting was devoted to: (1) a report by General Hines on the Veterans' Administration and on the Retraining and Reemployment Administration: (2) a presentation of post-war problems by Dr. Haber: (3) an address by Miss Frieda Miller on labor relations in England; and (4) an executive session.

CONVERSION FROM A WARTIME TO A PEACETIME BASIS

Veterans' Affairs.-- General Hines outlined the provisions of the GI Bill of Rights which was recently passed by Congress but has not yet been approv ed by the President.

Education. The bill provides for a program of education far beyond that ever previously undertaken. Men whose education was interrupted for service in the armed forces will be entitled to resume their studies for a minimum of one year and, in cases where extension is warranted, for a maximum of four years. The Government will pay the tuition and provide an allowance. Careful plans will have to be made to prevent conflicts with State laws.

Loans. The bill offers servicemen an opportunity to borrow from the Government one-half of the amount required to reestablish a business. The maximum amount that may be borrowed is $2,000.

Rehabilitation. The bill provides a liberal unemployment compensation. The Veterans' Administration will not set up duplicate machinery to pay the compensation if the job is being done efficiently by another agency, but it is authorized to follow any procedure necessary to carry out the intent of the provision.

Retraining and Reemployment.--The Retraining and Reemployment Administration was set up by Executive Order of the President, General Hines Stated. It is the function of the administrator to coordinate the activities of the agencies concerned with these problems. Representatives of all of the interested agencies are on the policy committee. The agency, set up on the recommendation of the Baruch report, is concerned with many of the problems on which congress is planning legislation. Several of the recent bills introduced in Congress indicate that legislation is being considered on the principal problems that will arise in the post-war period. The national income has risen from $100 billion in 1940 to $200 billion, of which 50 percent is for war. When cut-backs and terminations occur, tremendous problems will be created, and plans must be made now for the period when machines will be reversed from war to civilian production. The promptness with which the United States readjusts to peace will effect the entire world.

The participation of women in the war entitles them to consideration when post-war plans are formulated. Women today are doing practically all of the jobs that men do. In 1940 there were 13 million women employed; today there are 16-1/2 million. Thirteen percent of the total employees in shipyards are women, and in some industries the percentage is as high as 50. Women today are doing work that would not normally be selected for them by occupational guidance advisors, however, and a study is contemplated to determine jobs suitable for women. Physical fitness, not outworn prejudices, will be the basis for determination. There will be training for women who want to change to lighter work--chemistry, physics, teaching, political science and economics, medicine, architectural engineering, etc.--but they will be discouraged from seeking training as welder, riveters, etc. But women are superior to men for some factory work; in handling delicate instruments, e.g., they are neater, quicker, more careful, and more competent.

It would be unfair to make no provision for women and to force them to return to their pre-war occupations; many have found their place in industry. It is hoped that many women will elect to return to the home, but no attempt should be made to dictate to them. Men and women will have to decide for themselves. Returning servicemen will not want to be led, either. It is up to the United States to see that there are opportunities for all, opportunities commensurate with ability. Even the servicemen who have already returned to civilian life do not want to return to their old jobs; they have been trained.

.....

POST-WAR PROBLEMS

Dr. Haber outlined the five phases of demobilization and the employment of women in the post-war world.

. . . . . .

Employment of Women.--There are 6.2 million more women employed now than in 1940, Dr. Haber reported. In May 1940, there were 13.2 million women employed and 1.9 million unemployed who desired employment; in May 1944, there were 18 million employed and .5 million unemployed who desired employment. There has been a tremendous increase in the number of women employed in munitions industries--in July 1942, women comprised 13 percent of all workers; in 1943, 26 percent; and in May 1944, 28 percent. There are 400,000 women employed in ordnance industries; 650,000 in aircraft industries; 200,900 in shipbuilding industries; and 425,000 in electrical machinery industries. There are even 50,000 women engaged in the production of iron and steel.

Charts showing the normal growth in the number of women in the labor force as against the actual growth indicate that 3-1/2 million women are employed who could not normally be in the labor market. The number of women who will stop working after the war is questionable, but after the last war, the number of women employed was normal. The present situation, however, is not analogous because, after the last war, some women were forced to return to homes. Also, the increase in volume is much greater now and women have developed skills in many industries. But the resistance of the professions to women has not yet been broken down, Dr. Haber stated.

Estimates of the number of women who will voluntarily leave the labor force vary. Dr. Haber was of the opinion that 1 to 1-1/2 million women, including schoolgirls, will leave. On the basis of present estimates, provision must be made for about 54 - 56 million workers if full employment is to be achieved in the post-war world, after the defeat of Japan. During the transition period, unemployment may be great.

The employment of women in the post-war world will depend upon and be related to the total demand for manpower. If there is full employment, women, Negroes, and other minority groups will be assured of their place. During the transition period, when there is unemployment, women will be the victims of the same prejudices as will the other minority groups. All prejudices will be intensified--the North against the South, Negroes against whites, cities against rural ares, Americans against foreigners. Unemployment breeds fear, and the only way to overcome the fear is through assurance of full employment. The post-war employment of women, therefore, cannot be separated from the post-war prospects of all people who want to work.

Another factor that must be considered, Dr. Haber pointed out, is the inevitable shift in the nature of occupations for women. Prejudices have been overcome to a great extent, and opportunities in many industries and professions will be available. Education and training for women will be different than in the past. Women will enroll in professional and technical schools; they will not be confined to the liberal and domestic arts.

In addition, the attitude of the trade unions will be influenced by what the rank and file workers think. There are over 3 million women who belong to unions now as against .5 million before the war.

The question of women is therefore an integral part of the entire employment problem, Dr. Haber reiterated.

. . . . . .

AFTERNOON

LABOR RELATIONS IN ENGLAND

Wartime Labor Controls.--Miss Frieda Miller, Special Assistant to the Hon. John Gilbert Winant, U. S. Ambassador to Great Britain, spoke to the committee about the significant aspects of wartime labor controls in England.

The fact that workers are frozen in their jobs cannot be dissociated from the over-all program, Miss Miller stated. Jobs could not have been frozen without the establishment of the other conditions. That is, jobs can be frozen only in essential war plants that are scheduled under an essential work order by the Government. In the specified essential plants, the Government guarantees wages and sees to it that the minimum working conditions specified by the labor laws and codes are maintained. Since the war, working conditions in England have improved; facilities and foods have been made available. Most of the large plants have health services, and scarce consumers' goods are supplied. In addition, scheduled plants must expand training facilities if it is necessary and if the plants are able to do so.

Employers accept the conditions because they would be unable to secure workers otherwise. As workers cannot be fired or cannot quit, employee-employer relationships have had to improve. The Government appeals procedure is very fair, and hardship committees operate effectively on a volunteer basis. The only hardships that are recognized are (1) dependents who would need other care if the woman had to work and (2) health. Most women under 50 are working for the war, and detailed application of capacities to urgant wartime production has improved skills.

In addition, there are Joint-Production Committees which constantly review schedules to determine whether production machinery is functioning properly. If it is not, an attempt is made by means of confidential conferences to determine the reasons for the delay.

With reference to wages, Miss Miller continued, the maintenance of customary earning levels is not considered in connection with an individual's capacity. The wage level has risen more, proportionately, for women than for men as a result of longer hours, overtime, more skilled jobs, and equal pay policies. (The equal pay policy is effective only in places where women unquestionably replace men.) Wage rates create special problems in cases where women were previously a part of an industry and operated on a dilfferent wage scale from men and in new industries where men*s and women*s jobs are not clearly defined. Union organizers have specified larger increases for women than for men so that eventually the wage rates will be equalized, and a Royal Commission has been appointed to study the entire problem of equal pay for equal work in Government service.

Inproved working conditions are being studied for several industries, especially for those trades that normally employ women--catering, domestic service, midwifery. The necessity for attracting women to these jobs has instigated the movement to erase the stigma attached to domestic jobs and to dignify the workers.

It appears that there is a condition of serious overemployment in England today. It is reasonable to think that the labor force will shrink after the war. The Government is making serious and generous plans to enable young people to resume their education; over-age workers will voluntarily leave industry; and women, who are not as much interested in asserting their rights and status as American women, will leave their jobs when servicemen return.

International Labor Organization Conference.--The recent ILO conference was the first regular conference since 1939. The meeting called in New York in 1941 was an extraordinary conference and there was no legialation. The recent conference was called by the governing body, which met in London, to formulate labor standards for the transition and post-war periods. It was felt that now is the time to study the problems of the occupied countries; after the war, decisions would have to be made too rapidly to be effective. The ILO operates through a tri-partite organization, one-half Government and one-half management and labor organizations. More than 40 nations are represented.

. . . . . .

EXECUTIVE SESSION

Membership on the Committee.--The resignation fo Dr. Franklin, who has accepted a Government position, was accepted regretfully. The suggestion was made by Miss Hickey that the membership should be expanded to 14. The two alternates would then become regular members, and one additional member would have to be selected. Names will be submitted to Miss Hickey for presentation to Mr. McNutt.

Press Release on the Work of the Committee.--The suggestion was made that a press release reviewing the work accomplished by the committee should be issued when the Women's Advisory Committee starts its third year.

Publicity on the Committee since the Last Meeting.--Miss Hickey reviewed the publicity given to the Women's Advisory Committee since the last meeting:

1. "Reader's Digest," in its readers' guide, gave credit to the committee for its material.

2. The womanpower appraisal of OWL has quoted frequently from the committee's policies.

3. The committee's cut-back policy was circulated to all Chambers of Commerce.

4. Press and magazine interviews have been given by Miss Price.

5. Selected material prepared by the committee has been sent to all women's organizations.

. . . . . .

dupe

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE THIRTY-SECOND MEETING, AUGUST 16, 1944

10:30 A. M. to 1:00 P. M. and 3:00 to 5:30 P. M.

Conference Room 11, Stevens Hotel, Chicago, Ill.

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Maudelle Bousfield
Miss Elisabeth Christman
Mrs. Saidie Orr Dunbar
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Miss Eleanor Park
Mrs. Blanche Ralston

War Manpower Staff Present

Dr. William Haber
Mr. Charles M. Hay
WMC Chairman Paul V. McNutt
Miss Virginia Price

3375

PURPOSE OF THE MEETING

During the morning session the Chairman of the Committee gave her report and discussed with the members Committee plans for the next few months. The afternoon session was attended by WMC Chairman Paul V. McNutt, Judge Hay and Dr. Haber, all of whom discussed the manpower situation with special reference to the Byrnes Directive.

MISS HICKEY'S REPORT

Byrnes Directive.-Miss Hickey explained that forces had been at variance for several months past concerning the method and timing of expanded or increased civilian production; that the Military Services felt WMC had not been sufficiently aggressive in the application of the ceiling program, and that some of the important manpower programs had traveled down the line too slowly to the point of application. All this, she said, culminated in the Byrnes "Directive to Provide Adequate Manpower for Essential War Production." The Directive, she pointed out, strengthens the present manpower mobilization machinery, and in so doing puts the job squarely up to the War Manpower Commission, with the aid of facilities of other agencies.

Wage Standards.-Miss Hickey reported on the proposed modification of wage standards in locally needed industries and asked for an expression of opinion from the members regarding the proposed change. At present the designation "locally needed" covers only those establishments where wages paid to workers engaged in the activity are not less than the rate established for the region or area by the War Labor Board as necessary to avoid substandards of living; if no such rate has been set and approved, the activity must be paying wage rates at least equal to 40 cents an hour. If this provision were modified as proposed, it would then permit 25 percent of the workers to be paid at a lower rate than that set by the War Labor Board for a given region or area; and where the War Labor Board has not set a rate, the modified provision would permit the payment of wages of less than 40 cents an hour to 25 percent of the workers.

The Committee felt that the relaxation of wage standards would be likely to affect women particularly and was unanimous in its opposition to the propose modification. The Committee recommended the transmittal of a memorandum stati its position to Judge Hay.

Release to Local Women's Groups.-The proposed release on "Problems of Turnover and Absenteeism among Women War Workers" came through with official approval shortly after the June meeting. It was mimeographed and distributed to both national and local women's groups and to many individuals. It had some press comment and the NCWC bulletin for August carries a particularly good account.

History.-The History of the Committee has been revised and brought up to date. Miss Hickey stated that it would undoubtedly require further revision at a somewhat later date and asked that the members send in any suggestions they might care to make. Some of the members of the Committee had reviewed the History and felt that the Committee had made a creditable showing.

Committee Plans for the Future.-Miss Hickey asked for a full discussion by the members concerning the future value of the Committee and the type of contributions it had to make. She felt that at this time the Committee should decide whether it would continue to function or dissolve.

The Committee was of the opinion that it should by all means continue to function; that discontinuation of the Committee at this time would be likely to have a harmful effect on the efforts of the millions of club and organization women with whom the Committee has been in regular contact over the country.

It was, furthermore, the concensus of opinion that the Committee could and should be of considerable value in the reconversion period.

Miss Hickey referred to her own exceedingly heavy schedule and the many and varied duties involved and indicated her intention of giving up the Chairmanship at the end of the October meeting. The Committee was unanimous in its opposition to this move and stated its intention of prevailing upon Miss Hickey to retain the Chairmanship.

NEXT MEETING

The next meeting of the Committee will be October 11th and 12th or October 12th and 13th.

Dr. Haber.-At the afternoon session, Dr. Haber explained that the Byrnes Directive specifically provides that the authorization to resume civilian production shall take place only after it has been certified by the WMC representative that there is adequate labor for war production to meet the local needs of that community. When such certification has been made, then the manufacturer concerned shall be permitted to get an allocation of material and engage in civilian production. Some have interpreted this as a veto power by the WMC. This, however, is not the case. A joint statement issued by Chairman McNutt of the WMC and Chairman Donald Nelson of the WPB emphasizes the fact that war production comes first, but that when assurance has been given that the needs are being, or can be, met, civilian production can begin.

Chairman McNutt.-Chairman McNutt sketched in briefly some of the proceeding of the management meeting which he had just attended.

Basically, he said, an effort was being made to get help in combating what appears to be a form of psychosis, due to the success of our armies both on the Continent and in the Pacific -- the feeling on the part of a great many people that the war is over.

Just now, Mr. McNutt stated, we are down to the point where there are - out of a million items -- only about 320 items in which there are shortages, and approximately 12 of these are so critically short that extra effort must be concentrated on their production.

We all have a job in telling the story that "War production comes first," Mr. McNutt said; and in clarification of the situation he read the joint statement which had been prepared and released by himself and Mr. Donald Nelson the previous day.

Mr. McNutt said he felt that many internal upsets could be avoided if there were a general recognition of two things -- (1) that demobilization must be orderly; and (2) that reconversion likewise must be orderly.

Mr. Hay.-Mr. Hay discussed the various situations and traced some of the steps taken by the WPB, the military services, and the WMC which culminated in the promulgation of the Byrnes Directive.

The salient points of the Byrnes Directive, Mr. Hay explained, were these:

1) It provides that the WMC shall have power to say whether or not in a given area the manpower situation is such as to make it advisable and practicable to permit the resumption of civilian production.

2) It strengthens WMC's authority to use ceilings to accomplish the release of men from less essential industries for work in critically needed production in war plants.

The WMC has had the power to apply ceilings all along, but has not used it, Mr. Hay stated. And that which is not new either, but which has a new emphasis, is the power to apply sanctions to accomplish compliance with orders.

In order to get the production job done within the time the military services say it must be done, WMC has issued instructions designed to limit choices of jobs to the "must" items in critical war plants. People in the local placement offices are urged to be all the more diligent and persuasive in getting workers voluntarily to take high priority jobs. WMC will have WPB assistance in getting workers transferred from less critical items to "must" items in the same plant; and by arrangements with the employer and employees, transferring workers from plants producing less essential items to plants producing "must" items. The application of ceilings or sanctions will be used only as a last resort.

Wage Standards.-Miss Hickey questioned Mr. Hay concerning the status of the proposed modification of wage standards in locally needed industries. Mr. Hay and Mr. Haber explained that there were some objections particularly on the part of labor, to a revision of the present standards.

A suggestion had been made that the executive assistant of the Management-Labor Policy Committee work with the staff to devise some formula acceptable to both management and labor.

The Women's Advisory Committee went on record as opposed to a revision of the wage standards as proposed.

Mr. Haber stated that an examination would be made of factual material submitted by the Bureau of Labor Statistics on the wages paid in laundries,

hotels and similar establishments, and suggested that a representative of the Women's Advisory Committee attend a meeting with the executive assistant of the Management-Labor Committee to be held for this purpose and contribute to the resolution which would be drawn up. Miss Hickey agreed to see that a Committee member attend the meeting.

Future Work of the Committee.-Miss Hickey asked Mr. Hay what, in his opinion, the Women's Advisory Committee could do in the future to serve the war manpower program most effectively.

Mr. Hay stated that WMC needed all the help it could possibly get in creating a public psychology conducive to the most effective prosection of the war. Since the Women's Advisory Committee is in contact with some 10 million organization women, he felt that constructive appeals should be made to the organizations. Attention should be focused on the specific "must" items and the manpower needed to produce them -- the incentive being to shorten the war and save as many lives as possible.

Full-Time Staff Assistant.-Miss Hickey recommended to Mr. Hay and Mr. Haber the appointment of a full-time research assistant to serve the Women's Advisory Committee exclusively. Mr. Hay stated that he was very much impressed with what Miss Hickey had to say about the need for this assistant in order to do the type of job the Committee felt it should do and that he would try to work it out for her.

Adjournment 5:30 p.m.

####

dupe

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE THIRTY-THIRD MEETING, AUGUST 17, 1944

3:00 P. M. to 5:30 P. M.

Conference Room 11, Stevens Hotel, Chicago, Ill.

Chairman

Margaret A. Hickey

Committee Members Present

Mrs. Harris T. Baldwin
Mrs. Maudelle Bousfield
Miss Elisabeth Christman
Mrs. Saidie Orr Dunbar
Mrs. Lowell F. Hobart
Miss Jennie Matyas
Miss Eleanor Park
Mrs. Blanche Ralston

Exocutive Secretary

Virginia Price

PURPOSE OF THE MEETING

Following attendance at a meeting of Regional Directors, when Mr. William Haber discussed the manpower situation, the Women's Advisory Committee met in executive session for the purpose of (1) roviewing outline for postwar pamphlet prepared by Miss Bess Bloodworth, Chairman of the Sub-Committee on Public Rolations; (2) making recommendations dosigned to help in the present manpower crisis; and (3) planning the October meeting.

Review of Outline.- The Chairman of the Committee reviewed with the members the outline for the proposed postwar pamphlet and asked that the members forward to Washington any suggestions that they might wish to make.

Statement to Women's Organizations.- It was recommended that a statement be prepared and distributed to the heads of large organizations of women, asking them to elicit the support of their full membership in meeting the critical manpower problem now facing the country; and that this statement be accompanied by excerpts from General Lucius Clay's speech before the Regional Directors meeting in Chicago the morning of August 17tn.

October Meeting.- It was recommended that the Committee invite to its October meeting (for one day) the heads of some 12 of the largest women's organizations to discuss with the Committee manpower problems and ways in which their organizations can help us go "the last mile" with the utmost speed. It was suggested that at this meeting Governor McNutt, Mr. Hay, and a representative of General Somervell's office bring to these women a picture of the situation.

Research Assistant.- During the presence of Judge Hay and Mr. Haber at the meeting of the Committee on the afternoon of August 16th, the Chairman of the Committee called attention to the need for a research assistant to be added to the staff of the Committee and to work exclusively for the Committee. This need was re-emphasized at the August 17th meeting, and it was recommended that the Chairman's initial request be followed up.

Other Business.- The Chairman informed the Committee that Mrs. Baldwin would watch and check on legislation dealing with the postwar and report to the Committee.

Miss Christman was asked by the Chairman to attend the Management-Labor Policy Committee meeting tentatively scheduled for Tuesday, August 29th. Miss Christman stated that she would make arrangements to do so if possible.

Miss Christman suggested that at some future meeting of the Committee a guest speaker might be Trace Copp, Regional Representative, Division of Vocational Rehabilitation, U. S. Office of Education.

Adjournment 5:30 P. M.

##

dupe

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE THIRTY-FOURTH MEETING, OCTOBER 11, 1944

10:00 A. M. to 12:30 P. M. and 2:00 to 4:30 P. M.

Room 2511 Social Security Building, Washington, D. C.

Chairman

Margaret A. Hickey

Committee Members Present

Miss Bess Bloodworth
Miss Elizabeth Christman
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Eleanor Park
Mrs. Blanche Ralston

War Manpower Staff Present

Mrs. May Thompson Evans
Mr. Wm. C. Haber
Mr. Charles M. May
Miss Virginia Price

By Special Invitation

Miss Tracy Copp, Office of Vocational Education, F. S. A.
Miss Jin Mobb, O. W. I.
Miss Zapoleon, Women's Bureau U. S. Department of Labor

6004

PURPOSE OF THE MEETING

During the morning of the first day, the committee met in executive session to hear the report of the Executive Director and a discussion by Mr. Haber on (1) the role of management-labor committees in the transition and post-war periods, (2) proposed WMC policy and program in the period from VE-Day to VJ-Day, (3) a Children's Bureau program, (4) developments in retraining and reemployment, and (5) developments in civilian production. The afternoon session was devoted to an address by Miss Tracy Copp on the vocational rehabilitation program, followed by subcommittee meetings.

REPORT OF THE EXECUTIVE DIRECTOR

Mr. Hay congratulated the committee on the occasion of its second anniversary, commenting that the War Manpower Commission and the members of the Women's Advisory Committee have reason to be proud of the accomplishments of the past 2 years.

Statement and Recommendations of the Management-Labor Policy Committee--Mr. Hay called attention to the Statement and Recommendations of the Management-Labor Policy Committee, issued on September 6, 1944, a document considered by the WMC staff as the most significant contribution to the effective implementation of the manpower program made by the Policy Committee since its inception. The Statement reiterated the Policy Committee's faith in the voluntary system and appealed to the members of its constituent organizations to cooperate with regional and area WMC officials to the maximum extent possible in an effort to solve manpower shortages locally. In particular, the area and regional committees were urged to assist in accomplishing voluntary transfers from less essential activities to war industries. The issuance of the document, Mr. Hay believed, helped to allay the fear of local management-labor groups that the Byrnes Directive meant the abandonment of the voluntary system and the substitution of mandatory controls and sanctions. Unfortunately, however, the initial press release was overshadowed by competing news on the anticipated relaxation of controls by WPB and WMC on VE-Day. At its meeting of the preceding day, the Management-Labor Policy Committee again expressed its great interest in developing more aggressive action on the part of the area and regional committees in helping to man the critical war plants, Mr. Hay reported, and a new attempt will be made to obtain wide publicity on the recommended approach.

Joint Meeting of WPB and WMC Regional Directors--The recent joint session of the regional directors of the War Manpower Commission and the War Production Board evidenced the increasingly harmonious relations of the two agencies, Mr. Hay stated. Representatives of the military services attended the meeting and expressed their wholehearted appreciation of the WMC's contribution toward solving manpower difficulties. Undersecretary of War Patterson was particularly generous in his praise. Very effective work has been accomplished in the regions since the Chicago meeting in August.

Progress in Manning the Critical War Plants--Considerable progress has been made in solving some of the most critical manpower shortages--for example, in the tire program. Interregional recruitment has improved markedly. The foundry problem remains critical, however, despite all efforts to find satisfactory solutions, particularly because of the difficulty posed by the low wage scales in the industry, Mr. Hay stated. New measures are being instituted to help the situation, and Mr. Vinson and Justice Byrnes have been requested to take action on the wage issue.

Program and Policy Following VE-Day--Mr. Hay reported that he and Mr. McNutt had been accorded a very friendly reception by the Mead Committee, to which Mr. McNutt submitted the WMC post-VE-Day program. Public announcement has since been made that on VE-Day manpower controls on a national basis will be lifted with the exception of the 48-hour workweek in war industries, which will be retained as an added incentive to workers to remain in war plants. Some management-labor committees in critical areas, however, have questioned the wisdom of the general revocation of controls. As a result, continuing thought is being given to the relative desirability of the following alternative approaches: (1) to lift controls generally and restore them later where needed, or (2) to retain controls in the first instance in areas where the local management-labor committees regard them as necessary.

Revocation of controls will not mean a lessening of USES activities, Mr. Hay explained. On the contrary, it is hoped that certain activities will be increased and adapted to the type of operation which the USES will be called upon to perform in the transition and post-war periods. The fact that the war with Germany is likely to end before the war with Japan will enable the Nation to accomplish reconversion to a peacetime basis in a more orderly fashion than would be possible with a sudden and complete cessation of war production, Mr. Hay pointed out. To accomplish that transition satisfactorily, however, and to achieve full employment, extensive and careful planning will be necessary.

At the present time, planning for the resumption of civilian production is under way, as a means of cushioning the dislocation of military cut-backs. WMC's policy is to approve an application for the resumption of civilian production only if it will not interfere with necessary war production. But to encourage the prompt resumption of civilian manufacture when cut-backs do occur, WMC is authorizing the diversion of a small number of engineers and technicians from war work to work on the development of models and plans for civilian goods.

In conclusion, Mr. Hay stressed the need for intelligent social planning by Government, industry and labor to assure the efficient ordering of the American economy and the achievement of full employment.

Discussion--Mr. Hay cited figures showing an apparent casual relationship between the increased productivity and lowered employment which existed in the 1919-29 decade and the subsequent depression. In the ensuing discussion, committee members suggested various contributory causes of economic depressions, such as the lack of world markets for American exports. Mr. Haber pointed out that increased productivity must be considered a boon, not a bane. Greater efficiency, he emphasized, merely makes it possible for the Nation to enjoy a higher standard of living by enabling more people to divert their energies from the production of the necessities of life to the production of other desirable commodities and the rendering of services

which add to the comfort and security of living. The development of a healthy system of international trade and improved international relations will, he concurred, assist in minimizing the dislocations of the post-war period, for it must be recognized that no nation can be prosperous in an impoverished world.

REPORT BY MR. HABER

Role of Management-Labor Committees in the Transition and Post-War Periods--Mr. Haber suggested that copies of a memorandum on the functions of management-labor committees after VE-Day, prepared by the staff, be secured for distribution to the members of the Women's Advisory Committee. WMC believes that there will be a continuing need for the services of management-labor committees in the transition and post-war periods, he stated, for the problems of post-war readjustment, which will be at least as difficult as the problems of war mobilization, will require a continued fusion of group interests and community cooperation in the search for satisfactory solutions. Mr. Haber called attention to the fact that the Wagner-Peyser Act of 1933, which created the USES, provides for the establishment of advisory committees to the local Employment Service offices, consisting of representatives of management, labor, and the public. Serious staff consideration is being given to the inclusion of the public in management-labor committees in the post-VE-Day period, a step which Mr. Haber favored.

Tentative Statement of WMC Policy and Program Following VE-Day--Copies of a tentative statement outlining WMC policy and program for the period from VE-Day to VJ-Day were distributed. Mr. Haber discussed the basic considerations which influenced the thinking of the staff in the drafting of the preliminary statement and invited an expression of committee opinion on the validity of the proposed program.

The anticipated 40-percent cutback in war production as of VE-Day will, it is estimated, release about 4-1/2 million workers from the munitions industries and 1 million from non-munitions manufacturing industries--the largest one-time layoff in American history. In addition, it is estimated that 2 million soldiers will be demobilized in the 10-month period following VE-Day. Thus, with the inclusion of the present 1 million unemployed, there will be a total of about 8½ million persons available for absorption in civilian production at the conclusion of the war with Germany or shortly thereafter. Estimates of the length of time required for reabsorption in civilian employment and of the number likely to be reemployed vary considerably and must necessarily be extremely tentative, since the number of variable and unknown factors perhaps outweigh the known, Mr. Haber pointed out. WMC estimates, however, that 5 million persons of the 8½ million available will be reemployed within 6 to 9 months after the defeat of Germany. Considering the fact that at no time in American history has reemployment in one year exceeded 4 million, this is regarded as an optimistic estimate. A minimum of 3½ million unemployed is therefore expected.

On the basis of the data given above, the staff has concluded that the manpower situation, except in a relatively small number of areas, will be sufficiently easy to permit the relaxation of controls as outlined in paragraph I (B) of the policy statement, Mr. Haber explained. Some management-labor committees in critical areas, however, have registered protests against the WMC position on the ground that the war production program in such areas as the West Coast would be seriously endangered by the contemplated revocation of controls.

Mr. Haber then reviewed the proposed policy statement in detail, stressing the need for the type of services outlined for the USES in the reconversion period. For example, with 6 to 7 million persons working in areas outside their home communities, a program of guided remigration will be imperative. Similarly, a retraining, counseling, and occupational adjustment service will be necessary to accomplish the transfer of workers from overexpanded industries. The staff is now engaged in translating the stated objectives into an operations manual for the guidance of personnel in the local USES offices, who will also be given special training courses to enable them to administer the program effectively. Emphasizing that the document is tentative and subject to change, Mr. Haber urged that the committee study it carefully and submit a statement of its views to the staff. (Part of the second day's session was devoted to preliminary formulation of a committee statement on the proposed WMC program.)

Many policy questions are involved in a post-war employment program, Mr. Haber pointed out. There are three possible alternatives in approaching the problem: (1) to permit every worker to decide for himself whether he will remain in the labor market; (2) to allow employers to restore pre-war restrictions; or (3) to adopt a Government program to encourage a selective type of evaporation from the labor market--evaporation in such classes, for example, as persons of school age. In this connection, Mr. Haber expressed support for legislation permitting young persons entitled to unemployment compensation to collect benefits by returning to school instead of remaining unemployed.

Referring to the position taken by some representatives of management, who advocate restoring pre-war restrictions on the employment of minority groups as a cure for excess labor, Mr. Haber pointed out that provision for full employment, with the resultant high level of prosperity for the Nation as a whole, offers the best protection of the employment rights of women, veterans, and minority groups.

Program of the Children's Bureau--The Children's Bureau has invited interested Government agencies to participate in discussions concerning the post-war situation as it affects youth, with the aim of assuring unanimity of thought on the policies to be pursued in encouraging the return of minors to school, the restoration of child labor laws and similar legislation abrogated in many States during the war, and related problems, Mr. Haber reported. It is hoped that agreement can be reached at these joint sessions on policies

necessary to the maintenance of the health and educational standards of youth, which can then be emphasized in the counseling given by the various agencies. The committee will be kept informed of developments through Miss Seymour of Mr. Haber's office.

Developments in Retraining and Reemployment--Legislation establishing an Office of War Mobilization and Reconversion has recently been passed, and an administrator will be named by the President after Congress reconvenes. The Retraining and Reemployment Administration is retained under the new bill.

Several difficult problems have recently been submitted to the RRA, Mr. Haber reported. Among these is the question as to whether preference in re-employment shall be given to the returning veteran who has job rights with a given company under the Selective Service Act or to the worker taken on during the war, who may enjoy seniority rights under the company's contract with the union. Employers usually pose this problem in terms of the veteran versus the woman war worker, although the problem will, of course, affect both men and women. A subcommittee of the RRA, consisting of representatives of Selective Service, the War Manpower Commission, and the Veterans Administration, has been named to study the question. At General Hines' request, the heads of the CIO and AF of L have written to local unions throughout the country outlining some of the difficult issues in the reemployment of veterans and requesting comments, but very few replies have been received.

Developments in Civilian Production--The amount of displacement in the labor market that will occur after VE-Day will be directly determined by the extent of the preparation made in advance, Mr. Haber stated. Full employment will not be attained automatically; it must be planned. In recognition of the responsibility which rests upon Government to enable private industry to do the preparatory work necessary to the resumption of civilian production, two steps have already been taken: (1) the issuance of four orders by WPB authorizing the resumption of civilian production under certain stated conditions and (2) WMC's authorization to manufacturers, even in tight labor areas, to divert from war production certain technical, scientific, and skilled personnel needed for planning civilian production (such as writing specifications, preparing lay-outs, and designing models). As a result of this advance preparation, the rapid resumption of civilian manufacture after mass cutbacks occur will be facilitated.

Of the 2,000 applications for civilian production received to date, about 400 have been approved. WMC has refused approval when manpower is needed in the area to staff war plants. A proposal to exempt smaller war plants from the regulations has been opposed by the Army, Mr. Haber reported. In conclusion, he stressed that primary emphasis must continue to be placed on the manning of the critical plants until the conclusion of the war with Germany.

AFTERNOON

VOCATIONAL REHABILITATION PROGRAM

Miss Tracy Copp of the Office of Vocational Rehabilitation, Federal Security Agency, discussed the aims and operation of the vocational rehabilitation program, a Federal-State grant-in-aid program designed to restore or increase the employability of physically handicapped persons through various types of services. No distinction is made in the services rendered on the basis of sex.

Basic Legislation--The original act passed in 1920 was amended and made permanent in 1935 and further liberalized in 1943. The 1943 amendments (the Barden-Lafollette Act) provided for:

1. The inclusion of additional types of individuals eligible for the service: the mentally handicapped, war disabled civilians, and special services for the blind.

2. The liberalization of the fiscal provisions by the removal of the fixed ceiling and by authorizing Federal funds to reimburse the States 100 percent for costs of administration, 100 percent for costs of rehabilitating war disabled civilians, and 50 percent for services to individuals (the Federal Government being obligated to match whatever amount the State allocates for this purpose).

3. The addition of new services: physical restoration as part of the process of rehabilitation, medical treatment, hospitalization for 90 days, physical and occupational therapy, and the provision of funds for living maintenance during periods of training.

Cooperative Federal-State Relationship--The program is a cooperative one between the Federal Government and the States. The Federal Government is responsible for the allocation of funds, fiscal controls, and the establishment of standards of administration and services in the States. The States are responsible for the operation of the program. The basis of the cooperative relationship is the State plan, adopted by the State and approved by the Federal Government. Approved plans are now in effect in all 48 States, the District of Columbia, Hawaii, and Puerto Rico. Twenty-two separate plans for the blind have been approved.

Process of Rehabilitation--The process of rehabilitation, which is the responsibility of the State agency, consists of the following steps: (1) locating the disabled person; (2) instituting diagnostic procedures designed to determine the capacities of the individual and the opportunities for his reemployment; (3) establishing a plan of rehabilitation on the basis of the diagnostic analysis; (4) preparation of the individual for employment by

providing medical and surgical care, occupational and physical therapy, and artificial appliances; (5) vocational preparation, consisting of various types of training; (6) provision of maintenance, transportation, tools, and equipment during the training period; (7) placement in a job consistent with the individual's preparation, capacity, and experience; and (8) follow-up, to assure that the individual is in a work situation in which he can compete fairly with the ablebodied and receive comparable treatment with respect to wages and conditions of work.

Certain features of the program are provided without regard to economic need. Physical examination, vocational counseling, training, and placement are given at no cost to the individual. But other services--treatment, transportation, and occupational tools--are provided on the basis of need.

Machinery for Operating the Program--The administrative agency at the State level is the State Board for Vocational Education, to which the Director of Rehabilitation is responsible. Case workers who perform rehabilitation services for eligible individuals are selected by the State, which establishes personnel standards in conformity with those recommended by the Federal agency. Members of the committee stressed the importance of effective implementation of the program at the local level through the maintenance of high personnel standards. Miss Hickey laid particular emphasis on the necessity for providing competent psychiatric services, particularly in correcting difficulties arising from job pressures on the individual. Miss Copp expressed the opinion that the case workers selected by the States are, in general, well qualified. Also, they have the benefit of assistance from professional workers whom they may consult for technical guidance in handling cases presenting special problems outside the case worker's particular field of competence. One of the greatest needs at the present time, however, she stated, is an improved program of in-service training in the States to assure competence in all the constituent fields of the total rehabilitation process.

The organization of the Federal agency, Miss Copp continued, consists of eight regional offices and two national divisions: a Division of Administrative Standards and a Division of Rehabilitation Standards. Specialists in physical restoration and in services to the blind are assigned to each regional office. An advisory committee to the State agency is required by the Federal Government, which recommends that its composition be patterned after that of the National Advisory Committee (consisting of representatives of management, labor, education, public welfare, medicine, and similar groups). There is also a Professional Advisory Committee at the national level, made up of doctors, which establishes standards for the physical restoration program. The standards and rules recommended by these two committees and adopted by the Administrator constitute the basic standards in the approved State plans. With the additional funds and expanded services now available, the federal agency is encouraging the States to undertake the rehabilitation of the severely handicapped who can be restored to at least partial usefulness.

In States which already maintain an agency for the blind, the rendering of the special services for the blind authorized under the Act is left to that agency; in other States, the services are performed by the State Board. Two new features in the employment of the blind have been introduced: (1) industrial placement and (2) the operation of business stands in Government buildings. Training courses are being conducted to prepare the blind to demonstrate their capacity to engage in these activities. The training-on-the-job program has been confined thus far to small establishments, such as watch repair or shoe repair shops, in which the individual can work under the direct supervision of the trainer.

Cooperative Agreements--In recognition of the need for close working relationships with other Government agencies, cooperative agreements have been concluded with the Social Security Board, Children's Bureau, Public Health Service, Bureau of Old Age and Survivors Insurance, War Shipping Administration, War Manpower Commission, and United States Employees Compensation Commission. In addition, informal agreements have been arranged with the Civil Service Commission and the Veterans Administration. These cooperative agreements provide for reciprocal referrals, collaboration during the period of service, and adequate reporting of the service rendered. The latest report from the Civil Service Commission indicates that 36,934 disabled persons have been recruited by the Federal Government since the agreement was concluded.

Discussion--In response to an inquiry, Miss Copp stated that analysis of job capabilities on the basis of the type of incapacitation involved has been avoided; it is felt that job suitability must be determined on an individual basis because persons with a similar handicap may vary in their remaining capacities.

Replying to questions as to whether the employment of women in war plants has affected the industrial accident rate, Miss Copp stated that figures on the percentage of injuries sustained by women are not yet available but can be supplied as soon as analyses of existing data are completed. Figures available now, however, indicate that the employment of women in war plants has not increased the accident rate. On the contrary, while 25.8 percent of the persons rehabilitated in 1940 were women, women constituted only 20.7 percent in 1943, despite the fact that the rehabilitation case load showed a sharp increase--from 11,890 in 1940 to 42,618 in 1943. Miss Copp attributed this increase in the case load to the availability of additional funds, more personnel to render services, and more rapid case turnover because of the increase in job opportunities for the handicapped during the past 3 years.

A committee member called attention to the fact that some employers take advantage of handicapped workers by getting them to request exemption from the minimum wage laws, even when the handicap does not affect the worker's competence on the job. Labor representation on the State advisory committees, Miss Copp replied, should be helpful in correcting such abuses.

Another committee member stressed the need for greater publicity on the program to acquaint the public and smaller business organizations with the availability of rehabilitation services. Miss Copp acknowledged the need for a more vigorous educational and publicity campaign. Two publications have already been issued, and an article on the service which appeared in the Sunday supplement, This Week, is being reproduced. A leaflet for workers is in preparation, she concluded.

Key data,
WMC Women's Advisory Com'

sory Committee
on

r 11, 1944

he Office of Vocational

d the vocational

andicapped men and to

den -
Pollette Amendment to the

Vocational Rehabilitation
~~the Social Security~~ Act of 1920.

The expansions relate to:

1. Types of individuals served. Provision is now made for the mentally handicapped, the "war-disabled civilian" (merchant marine, civilian defense workers, etc.), and special services are provided for the blind.

2. Financial provisions. States are re-imbursed with Federal funds for the entire administration cost of the program and for all rehabilitation costs of war disabled civilians. State funds must be matched equally with Federal funds whereas formerly there was a fixed ceiling on matching Federal funds.

3. New services to the individual. Physical restoration, where possible, is provided and maintenance during training may be made available, as needed.

Miss Copp also described: (1) the administration of the program through special units set up in the State Boards for vocational education; (2) the actual services provided to the individual; (3) working agreements with other agencies (WMC; Veterans' Administration; Public Health Service; Children's Bureau; etc.) (4) composition of Advisory and Professional Committees; (5) personnel at State level; (6) organization of the Federal Office; (7) progress of the expanded program to date.

Miss Copp

Report of a Meeting of Women's Advisory Committee
of the War Manpower Commission

Social Security Building, October 11, 1944

- - - - - - - - -

Miss Tracy Copp, Assistant Director of the Office of Vocational Rehabilitation, Federal Security Agency, described the vocational rehabilitation services (which are available to handicapped men and to women) as expanded under ~~the~~ Public Law 113, The Barden - La Follette Amendment to the ~~the Social Security~~ Vocational Rehabilitation Act of 1920.

The expansions relate to:

1. Types of individuals served. Provision is now made for the mentally handicapped, the "war-disabled civilian" (merchant marine, civilian defense workers, etc.), and special services are provided for the blind.

2. Financial provisions. States are re-imbursed with Federal funds for the entire administration cost of the program and for all rehabilitation costs of war disabled civilians. State funds must be matched equally with Federal funds whereas formerly there was a fixed ceiling on matching Federal funds.

3. New services to the individual. Physical restoration, where possible, is provided and maintenance during training may be made available, as needed.

Miss Copp also described: (1) the administration of the program through special units set up in the State Boards for vocational education; (2) the actual services provided to the individual; (3) working agreements with other agencies (WMC; Veterans' Administration; Public Health Service; Children's Bureau; etc.) (4) composition of Advisory and Professional Committees; (5) personnel at State level; (6) organization of the Federal Office; (7) progress of the expanded program to date.

Questioned by Miss Christman and others on industrial accident statistics and the number of women injured, Miss Copp gave the following information:

> The National Safety Council estimates that there are some 800,000 individuals involved in lost-time accidents annually of which 100,000 are believed by the office of Vocational Rehabilitation to need assistance in vocational rehabilitation. In the year ending June 30, 1940, 11,890 persons were rehabilitated under the program and 25.8 percent of these were women. In the year ending June 30, 1943, 42,618 persons were rehabilitated, 20.7 percent of whom were women.

Statistics for the current year will ultimately be available according to the source of handicap: industrial, disease, congenital, etc., and Miss Copp can obtain sex distribution from the individual records.

M.W.2

ADVANCE RELEASE ---- ADVANCE RELEASE

Franklin--2994 NB-2370

OFFICE OF WAR INFORMATION

The attached report, prepared by the Office of War Information, is designed to meet the various needs of editors, writers, commentators, broadcasters, photographers, and others concerned with presenting the news. It may be reproduced in its entirety, excerpted, condensed or used as background and reference material.

ADVANCE RELEASE:
For Monday Afternoon Papers,
April 17, 1944

Effects of so-called "cutbacks" and other war production adjustments on the employment of women in a number of labor surplus areas are shown in a report issued today by the Office of War Information.

Information was obtained principally from the Bureau of Labor Statistics, Department of Labor, which sent field representatives into a sample of Group III and IV (labor surplus) areas where contract cancellations and production reductions had been ordered in recent months. These field trips were made primarily to study the community impact of war contract cancellations, but indicated that contract cancellations and other production adjustments were especially significant in relation to the employment of women. Reports made by the United States Employment Service to the War Manpower Commission also provided data on the impact of such production changes on the employment of women.

The field trips were made to:

1. St. Louis industrial area, including St. Louis, Weldon Springs and St. Louis County, Mo.

2. Western New York and Pennsylvania--Jamestown and Dunkirk, N. Y., and Meadville and Butler, Pa.

3. Northeastern Pennsylvania--Wilkes-Barre, Williamsport, and Berwick, Pa.

4. Tennessee and Virginia--Memphis, Nashville and Chattanooga, Tenn., and Radford and Dublin, Va.

No trips were made to Group I or Group II (labor shortage) areas on the assumption that the impact of "cutbacks" in such places would be slight.

In a few instances, working hours were reduced after a contract cancellation in order to spread the remaining employment among more persons. As a general rule, however, working schedules were not changed, and the workers made idle by a productive shift were released for other employment.

(over)

Usually, the laid-off workers quickly found other jobs, but many of them, both men and women, had to accept reductions in pay below that they had earned in ordnance plants. This frequently entailed less reluctance than might have been anticipated. Contract cancellations or reductions within an area caused workers generally to feel less secure in war jobs, and made positions with post-war possibilities seem more attractive, even at lower rates of pay. However, such considerations are probably less important in the case of women who regard themselves as workers for the duration than for those who will continue to be chief support for the family.

In virtually every case where employment declined because of a "cutback", a number of women released did not seek other work but dropped out of the labor market. Other workers, especially women, did not seek immediate re-employment but stayed at home for a period to obtain a "much needed rest." In the smaller communities, it was usually reported that some of the affected individuals, less frequently women, had migrated from the area to seek employment elsewhere. This occurred even where some local jobs were available.

In general, the adjustments to such production changes seemed to take place fairly rapidly. The unemployment resulting was usually small, and a part of this appeared to be caused principally by reluctance to accept jobs at lower wage rates than those which had been paid in the war plants. Neither the communities nor any substantial number of workers seemed to suffer greatly. A general conclusion of the BLS surveyors was that even in Group III and Group IV areas there were definite shortages of certain types of workers.

In many of the towns visited, rumors of "cutbacks" were circulated in advance of specific announcements and these rumors usually greatly exaggerated the actual extent of the reduction in production and employment. Such rumors adversely affected morale and made difficult the maintenance of production on a satisfactory basis.

The impact of so-called "cutbacks" on the employment of women in the different areas is indicated below:

ST. LOUIS---In the St. Louis area, which straddles the Mississippi River to include Madison and St. Clair Counties in Illinois, as well as St. Louis County, Mo., women retired from the labor market in large numbers when the ordnance plants were cut back late in 1943.

Within a month of being laid off at a Forest Park plant, 1,000 women were notified work was available at another plant operated by the same management. There was to be no change in pay rates. But less than one out of four of the women responded. In comparison, two out of five men called back returned to ordnance work.

Some of the women who failed to return to work undoubtedly had other jobs or prospects, but USES felt that a larger proportion did not respond because "they either had left the area or were no longer interested in working."

Another possible reason for the poor response was that the call back occurred during December and the women may have been "resting" over the Christmas holidays.

Negro women who were laid off at the ordnance plants found it especially difficult to get other industrial employment, the report states. The ordnance plants are among the few industrial establishments in the area which accept Negro women.

Skills developed in ordnance are not generally transferrable to other industries, as a result of which many of the dismissed women found new employment only by taking pay cuts. In many instances, women went from rates of 85 to 90 cents per hour down to 45 or 50 cents.

Claim loads of the Unemployment Compensation Commission, which include weekly repeat visits as well as new claims, had been 600 per week before the lay-off and rose to 1,500 per week during the lay-off. Many were filed by women.

Following the contract cancellations at Weldon Springs, many women chose to remain at home rather than travel 25 or more miles to St. Louis for new jobs.

The general attitude in St. Louis, according to the reports, is that while the present ordnance cutbacks had little effect on the life of the community, others to come may have more serious consequences.

MEADVILLE, PA.--About 3,000 workers have been or will be laid off from an ordnance plant at Meadville between June, 1943, and April, 1944. This group includes about 400 women. Among the women who have already been laid off, the majority returned to their homes. Half lived in the town, and the remainder were drawn from areas within a 90-mile radius.

Consensus in Meadville was that closing of the plant now "lessens the impact of post-war readjustment," and the town's prosperity is expected to continue. At the time of the survey, out of 202 units in a local housing project, only four were to be vacated in April, and despite the contract cancellation, one real estate operator reported 100 applications when a single housing vacancy was announced.

DUNKIRK, N. Y.--Hardly any of the 150 women in the group of 500 workers recently released by two plants were completely dependent on their own earnings for a livelihood, the survey disclosed. All could be placed at once in local industries but appeared unwilling to take on "heavy jobs." None indicated any inclination to migrate to other areas. Only 48 persons--men and women--had regist registered with USES for new jobs in February.

BUTLER, PA.--No manpower or womanpower problem was noted in the Butler report, which stated that since January 300 workers released from several plants because of curtailed production schedules were all hired in other plants. "Employment has been stable throughout the past two years," said the BLS report.

JAMESTOWN, N.Y.--Fifteen per cent of the adult women in Jamestown are working, and there is today a shortage of 350 to 400 workers in the textile mills.

There have been several small cutbacks in plants during the past six months, but the released workers were immediately hired by other industries.

(over)

BERWICK, PA.--A number of persons was laid off between February, 1943, and February, 1944, because of three contract cancellations in Berwick, but most of them were rehired shortly afterwards as new contracts were received. The most recent cancellation was in armor plate, but many of the laid-off workers have already been re-employed. By early summer 2,000 new workers will probably be needed.

Many women were included in the lay-offs. Some immediately transferred to the textile mills, but most chose to wait for re-employment at the war plant.

WILKES-BARRE, PA.--Eighty women were among the 350 workers released by two plants in this area in the last three months. Although Wilkes-Barre is listed as a labor surplus area, the surplus represents unskilled labor, while a shortage of skilled workers is reported. In February only 15 women and seven men of those released were drawing unemployment compensation.

One plant in the area, to reduce the effect of a cancellation, shortened the work schedule from a 7-day, 56-hour week to a 5-day, 40-hour week. This made it unnecessary to cut off any workers, but 10 girls quit and were not replaced. A company representative reported to BLS that there had been a definite decrease in productivity because of the effect of the lay-offs on the morale of the workers.

In another Wilkes-Barre plant, two-thirds of the 130 workers laid off were women. Approximately 80 per cent of the released women remained in the labor market, many of them taking jobs in textile mills with the expectation of later returning to the war plants.

WILLIAMSPORT, PA.--Only the recruitment of women in war jobs in this area prevented its reclassification from Group III to Group IV. Despite contract cancellations, nearly 1,000 more women will be needed in the next few months.

Of nearly 400 laid off in one plant in 1944, only 52 were women. The War Manpower Commission reported that a substantial number of these dropped out of the labor market. The January report of the WMC area director stated "many married women who were released returned to their homes to take a much needed rest or to complete long-delayed domestic tasks, such as general house-cleaning, sewing, etc."

Displacement of workers, chiefly in ordnance and aircraft plants, is expected to total 2,800 in the first six months of 1944, but most lay-offs will be temporary and no significant continued unemployment is expected to result.

Considerable dissatisfaction was noted among the laid-off workers, many of whom found new jobs only at lower rates of pay.

CHATTANOOGA, TENN.--A serious problem of replacement of workers is reported for this area since the available workers are mostly women, and men are needed for the heavy jobs in iron and steel plants, coal mines and ordnance works. The problem is met in some degree by the movement of male workers from other industries, particularly textiles.

Contract cancellations have been experienced in several industries in the area, and a policy of notifying workers in advance is now common. For example, a plant machining small parts circulated an announcement of a pending reduction in production schedules, and indicated that workers who had other jobs in sight or who wished to leave would be released immediately. About 40 workers quit, and the 100 who were dismissed later were transferred to nearby areas within two weeks. Several plants met their problem by not replacing workers who quit.

MEMPHIS, TENN.-- When 129 women were dismissed from jobs in a plant making cartridge clips and machine gun belt links, the management put most of them to work in departments fabricating light rubber products.

Before the war, Memphis was not an industrial area. Establishment of war industries proved a magnet for workers within a 100-mile radius. Most of the recruits retain ties to the soil, and many take time off during the busiest part of the farm season. Contract cancellations would not prove disastrous to this group. Another source of labor has been women, mostly city girls 18 to 25, BLS reports. Except for the war, they would be store and office workers, or unemployed.

It is this groups that accounts for much of the present labor surplus in Memphis, according to USES. Besides girls from nearby towns, the group of women seeking work includes wives and sweethearts of servicemen stationed near the city.

A large lay-off of workers or a series of employment reductions in this area, the BLS representative reported, would "cause a real stagnation, the duration of which would depend on the speed with which workers could be moved out of the area."

MILAN-JACKSON, TENN.--This area comprises seven rural counties with a population that has declined 8,000 below its pre-war mark of slightly more than 200,000. Agriculture predominates but textiles, lumber, garments and shoe manufacturing account for some industrial employment.

When a shell-loading plant opened, it found a plentiful labor supply, despite fluctuations during farm seasons. Most of the women employed were not the chief wage earners in their families. When any are laid off for production reasons, the are usually available for re-employment when called.

NASHVILLE, TENN.--This area is expected to have a labor surplus of 2,000 to 3,000 workers by July, but the majority of this group will consist of women interested in local work only.

In December two ordnance plants had a combined lay-off of 50 workers, nearly all women, but they were quickly absorbed in various industries in the city. One of the plants is retooling and will later recruit trainees.

Six other plants expecting small reductions in production schedules before July reported they will decrease their employment by less than 350.

(over)

A plant building subchasers recently experienced a "cutback", which proved to be a paper one only. The plant had never reached its expected peak of employment, and tapered off by making no new hires during its period of retrenchment. This same plant will expand later this year, providing jobs for about 400 more workers, a few of whom may be women.

RADFORD AND DUBLIN, VA.--War plants in these areas employed more than 1,900 women before the layoffs made last year. In Radford, women never exceeded 20 per cent of the total number of wage earners and generally made up between 12 to 15 per cent of the work force. In the New River plant in the Dublin area, female labor ran as high as 25 per cent of employment. Quite a few of the women were recruited from the textile industry and apparently returned to it when the contract cancellations occurred.

The Radford USES office had records on 1,000 of the workers after their layoff at the Dublin plant. Many transferred to the Radford war project, some to a rayon plant, 150 to local jobs. In Radford, where the employment reductions were smaller and extended over a period of time, most of the workers laid off were able to return to their former jobs.

END OF ADVANCE RELEASE: For MONDAY AFTERNOON Papers, April 17, 1944.

Discussed at Feb 28th 1944 meeting post-war Sub-Com of Women's Advisory Com. of W.M.C. ✓

Miss Park's list of questions about next steps for the committee gave the basis for the remainder of the discussion.

1. How can the Women's Advisory Committee interpret to women's organizations the meaning of the demobilization of war industry and its effect on women workers? How can these groups be aroused to support wise public programs? WB "Preview" bulletin may help.

2. How can we see that Government will set an example in demobilizing its civilian personnel?

3. How can women get into the planning of the local groups that are now working out ways of adjusting the employment situation in the communities, such as the C.E.D. committees?

4. How can we insure the orderly demobilization of the armed forces? omit or make subhead under 2.

5. Can we or some agency work out a program to provide training and education for women as well as for men; to urge young women to return to school; and to retrain those older women who are let out of war work for new types of employment? Should we not urge the development of work and study programs for both young men and young women? And help place them

6. What methods should we suggest to see that public works programs include women?

7. Can we make a list of the industries and occupations whose expansion in the post-war period provide opportunities for women ? WB studies should aid in this when read.

8. Can we make practical suggestions for the timing of cutbacks and the gradual change-over after the war? (i.e., not all airplane plants on West Coast at once) Suggestion (1) to Gov't / see above (2) To employers / see Miss Bloodworth's list

✓ This meeting was held in Miss Anderson's office Feb 28 - 1944

Dr Esther Cole Franklin, Miss Bess Bloodworth, Miss Eleanor Park, Miss Elis. Christman } Wom. Adv. Com. WMC

Miss Anderson
Miss Pidgeon
Mr Eiskin of BSS
Dr Durand of Census

A beginning had been made, she explainmd, at the February meeting of the Committee, when Miss Bloodworth had given several suggestions which had been discussed and agreed to with respect to desirable personnel policies for plants affected by cutbacks. The suggestions were summarized as follows:

1) That notice of cessation of work be given as far in advance as possible.

2) That split-shift workers, including children for whom part-time working arrangements have been made, be laid off first.

3) That voluntary resignations be called for from those woman workers who wish to return to civilian life as soon as possible.

4) That separation of other women workers be based on the following considerations:

   (a) Skill necessary to the job

   (b) Seniority on the job

   (c) Dismissal pay based on length of service

5) That plans be made for counseling workers dismissed as to the following:

   (a) Possibilities and procedures for transfer to other jobs in the locality

   (b) Re-training programs in operation in the locality

   (c) Social Security rights (Unemployment insurance, old age pension), and any other Government provision.

(Copy) Set of Principles of Women's Advisory Committee to MC Lapoff. and 26
Reported in the press, Feb 26, 1944

With respect to cut-backs affecting women in industry, the Women's Advisory Committee will recommend the adoption of a policy embodying the following principles:-

1. That notice of cessation of work be given as far in advance as possible.

2. That split-shift workers, including children for whom part time working arrangements have been made, be laid off first.

3. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible.

4. That separation of other women workers be based on the following considerations:

   (a) Skill necessary on the job

   (b) Seniority on the job

   (c) Dismissal pay based on length of service

5. That plans be made for counseling workers dismissed as to the following:-

   (a) Possibilities and procedures for transfer to other jobs in the locality

   (b) Re-training programs in operation in the locality

   (c) Social Security rights, (Unemployment insurance-old age pension) and any other Government provision.

HISTORY OF THE WOMEN'S ADVISORY COMMITTEE
WAR MANPOWER COMMISSION
January 1944

Miss Pidgeon
File copy
(From 96, alleg #7, 1944(?)
Jo Pozzo p8 notin Price 3442
Aug 1944 copy)

Appointment

The Women's Advisory Committee, the first wartime committee of American women to settle important government policy, was appointed by Mr. Paul V. McNutt, Chairman of the War Manpower Commission, in September 1942. It is one of two bodies created by administrative orders in the War Manpower Commission, the other being the Management-Labor Policy Committee, to which also are referred major policy matters for decision.

Composition

Composed of twelve full-fledged members and two alternates, the Committee is representative of management, labor, and the general public; of the north, the south, the east, the midwest, and the far west. Its membership includes women's organization leaders and women who otherwise have specialized in the solution of community problems; women prominent in the fields of education and journalism; personnel specialists from large industries; representatives of the American Federation of Labor, the Congress of Industrial Organizations, the National Farmers' Union.

Meetings

The Committee meets generally two days each month, but may meet at other times upon call. The Executive Director of the War Manpower Commission meets once each month with the Women's Committee in executive session. The Chairman of the Women's Advisory Committee sits with, and participates in the discussions of, the Management-Labor Policy Committee, which generally meets one afternoon each week.

Reason for the Committee

By early 1942, months before the appointment of the Women's Advisory Committee, the supply of men workers in a number of war production centers was already nearing the exhaustion point. Therefore, not only the recruitment of women for those activities in which they were customarily employed, but their induction into industries and occupations from which they were traditionally barred became an urgent necessity.

At the time of the appointment of the Women's Advisory Committee in September 1942, it was estimated that some 14,000,000 women were then in employment of all kinds -- about three million more than at the beginning of the defense program in May 1940. It was conceded by authorities, including Mr. McNutt, that four-fifths of all war jobs could be performed by women. However, despite this concession and despite the unquestioned necessity for the utilization of women, there was considerable resistance on the part of many employers towards hiring women workers. This was one side of the picture, but there was also another side. Reluctance on the part of many women themselves to enter the labor market threatened to be an even greater problem than that of breaking down the resistance of employers.

The War Manpower Commission was aware that the problems affecting the wartime employment of women were varied and numerous and that they required special consideration. So that the Commission, in tackling these problems, might have the benefit of the advice of competent and well informed women, Mr. McNutt appointed a Women's Advisory Committee.

Functions of the Committee

The Committee is, as its name implies, an advisory body. It is the responsibility of this Committee:

1) To make careful studies and keep itself fully informed concerning conditions which militate against the most effective mobilization and utilization of women in the war effort;

2) To formulate its factual findings and keep the War Manpower Commission advised with respect thereto;

3) To make recommendations to the War Manpower Commission for the establishment of policy -- when the Committee has been requested for such recommendations or when the Committee agrees that a policy statement with respect to the utilization of women is desirable and practicable.

Sub-Committees

Community Facilities and Services. - One of the three sub-committees of the Women's Advisory Committee was appointed early in the life of the Committee for the purpose of giving special consideration and advice with respect to the problem of inadequate community facilities and services.

This sub-committee is headed by Mrs. Saidie Orr Dunbar of Portland, Oregon. Mrs. Dunbar is executive secretary of the Oregon Tuberculosis Association and former president of the General Federation of Women's Clubs.

Post-War. The Women's Advisory Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort. Recognizing that in winning the war, consideration must be given also to winning the peace -- the peace for which the war is being fought -- the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

This sub-committee is headed by Dr. Esther Cole Franklin, Associate in Social Studies American Association of University Women, Washington, D. C.

Public Relations. Public Relations, which was the first of the three sub-committees to be appointed, is headed by Miss Bess Bloodworth, Vice President of the Namm Store, Brooklyn, New York. In addition to meeting on its own periodically, this sub-committee sometimes meets with one or the other of the two sub-committees, depending upon the public relations aspects of the subjects scheduled for discussion.

Initial Policy Recommendations - Adopted by War Manpower Commission

The Women's Advisory Committee met for the first time on October 1, 1942. At this first meeting it was pointed out that the womanpower problem "goes far beyond the mere signing up of women for jobs. It includes training, plant and living arrangements, which take account of the presence of women. And it includes also the revision of certain industrial processes in order to increase the number of jobs women can perform."

Policy on Recruitment, Training and Employment of Women Workers. - The members undertook as their primary item of business at this first meeting the formulation of basic recommendations concerning the recruitment, training, and employment of women. These recommendations were immediately accepted by the War Manpower Commission as national basic policy.

Salient points in the policy statement were that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted, and that women should be admitted on a basis of equality with men to all forms of training.

Every effort was to be made, the policy set forth, to recruit and refer women, including older women, for jobs and training on the basis of their qualifications for an occupation, without discrimination because of race, national origin or creed.

The Committee recognized the importance of the contribution women are making to American homes by asking that the family group be protected in every possible way. "Women with small children needing care are not urged to apply for work," it stated, "until all other available local labor resources are used."

This policy was not intended to exclude women with children when they desire or need the opportunity for training or employment. However, it was then and still is the view of the Women's Committee that the employment of older women should generally precede employment of younger women with small children. Furthermore, it is the belief of Committee that by the removal of upper age limits, the largest pool of unemployed, yet employable, people available could be brought into wartime use.

With regard to wage rates for women, the Committee recommended the principle of equal pay for equal work, stating that wage rates should be determined "on the basis of the work performed, irrespective of sex." It also recommended appropriate safeguards regarding hours of work for women, adequate meal and rest periods, and facilities for medical care, general health, and safety. One day of rest in seven, and 8-hour shift and a maximum 48-hour week, except in case of emergency, were considered necessary to maximum production efficiency.

Subsequent Recommendations Adopted as Policy

Policy on Employment of Youth Under 18 Years of Age. - The second meeting of the Women's Advisory Committee was held October 27 and October 28, 1942. At this meeting the Committee on October 27, 1942, considered a tentative draft of policy on employment of youth under 18 years of age. This policy draft set forth the safeguards that should protect the physical and intellectual development of under 18 year old youth whose services might be required because of the emergency.

The recommendations of the Women's Advisory Committee were accepted as policy by the War Manpower Commission under date of January 30, 1943.

Employment in Industry of Women with Young Children. - On October 27, 1943, the Women's Advisory Committee gave consideration also to certain aspects of Policy No. 2, "Employment in Industry of Women with Young Children," which had become effective August 12, 1942.

Paragraph IV (b) of this Policy No. 2 reads as follows:

".....it is essential that:

"(b) If any such women are unable to arrange for the satisfactory care of their children at home during their working hours, adequate facilities be provided for the day-care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers of employer groups."

Based on recommendations of the Women's Advisory Committee, the War Manpower Commission gave re-emphasis to this Paragraph IV (b) through an Interpretation issued under date of February 19, 1943.

Procedures

Planning and Conducting a Campaign for Enrollment of Women in War time Employment. - The third meeting of the Women's Advisory Committee was held on December 2, and December 3, 1942. One of the purposes of the meeting on December 3, 1942, was to consider a program for conducting women's enrollment campaigns. At this meeting the Women's Advisory Committee approved a "Procedure on Planning and Conducting a Campaign for the Enrollment of Women in Wartime Employment." This "Procedure" was subsequently approved by the War Manpower Commission. (This "Procedure" is, of course, not in effect at this advanced stage of War Manpower Commission Program operations.)

Other Committee Recommendations

Community Facilities and Services. - At the meeting of the Women's Advisory Committee on March 17, 1943, a proposed policy statement on plant and community facilities and services was drawn up and approved by the Committee and subsequently forwarded to the Commission.

War Manpower Commission under date of October 15, 1943, transmitted to the field a Guide for Programs on Plant and Community Facilities and Services.

National Service Legislation. - The Women's Advisory Committee, on March 18, 1943, drew up recommendations with respect to certain provisions which, in the event of the enactment of National Service legislation, the Committee felt should be embodied in such an Act.

These recommendations were submitted to the Chairman of the War Manpower Commission with the request that they be given due consideration in connection with any such proposed legislation.

Physical Examinations for Women Shipyard Workers. - The Women's Advisory Committee, on June 16, 1943, unanimously adopted a recommendation providing physical examinations for shipyard workers, particularly women shipyard workers, so as to insure proper placement in hazardous and arduous shipyard occupations.

The recommendation of the Women's Advisory Committee were transmitted by Chairman McNutt to Mr. Donald M. Nelson, Chairman of the War Production Board, under date of July 9, 1943.

The recommendations of the Women's Advisory Committee were discussed by the subcommittee on Health, Safety and Sanitation of the Pacific Coast Zone Conference, which met in Seattle, Washington, for four weeks, beginning November 1, 1943.

The recommendations, together with report of the sub-committee on Health, Safety and Sanitation, has been scheduled for discussion by the full Pacific Coast Zone Conference, which is to meet in Portland, Oregon, beginning February 28, 1944.

Demobilization and Reconversion. - The Women's Advisory Committee, at its meeting on December 3, 1943, drew up a statement recommending special attention to the problem of applying and enforcing the principle of the right of women to work, for consideration in connection with demobilization and reconversion planning.

Pursuant to Motion passed unanimously at the meeting, this statement was submitted to the Chairman of the War Manpower Commission under date of December 21, 1943, with the request that copy be forwarded to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Offices of War Mobilization.

The Women's Advisory Committee was advised by the Assistant Executive Director under date of December 31, 1943, that the Chairman of the Commission has complied with the request of the Committee and submitted copy of the statement to the Honorable Bernard M. Baruch.

Other Major Action Taken by the Committee

The War Job Platform of American Women. - At the request of the Women's Advisory Committee, members of the War Manpower Commission staff prepared a bulletin, entitled "The War Job Platform of American Women," for distribution by the Committee to women's groups and others requesting information.

Pursuant to motion adopted by the Committee on May 13, 1943, the bulletin was sent to Women's Organizations with accompanying letter signed by the Committee Chairman.

Suggested Program of Cooperation with Women's Organizations. - A suggested program of cooperation with women's organizations was prepared by the Sub-Committee on Public Relations. At the meeting of the full committee on April 15, 1943, a motion was adopted to accept the plan as set forth in the program draft and act upon it.

Copy of the suggested plan underwent several revisions. Pursuant to motion adopted at the Committee meeting on June 17, 1943, the suggested plan was still further revised and released to women's organizations; the covering letter signed by the Chairman of the Committee, stated that this was "in response to request."

The Suggested Program of Cooperation with Women's Organizations was revised in line with later developments and subsequent War Manpower Commission policies, as of January 1, 1944.

Studies. - The Women's Advisory Committee instigated two important studies by the War Manpower Commission staff. One study was made on older workers, and the other was made on part-time workers.

The War Manpower Commission issued a press release from the Women's Advisory Committee on the use of older workers under date of August 13, 1943. The Commission issued a Women's Advisory Committee Press Release on part-time workers under date of September 24, 1943.

Teacher Shortage. - Pursuant to motion adopted on June 16, 1943, the Women's Advisory Committee called attention of women's organizations to the growing shortage of teachers in rural schools and urged them to lend their assistance toward averting a critical situation during the coming year.

Employer Sponsorship of Child Care Programs. - The Women's Advisory Committee on June 16, 1943, drew up a resolution opposing the allocation of Government funds to Mr. Henry Kaiser for the establishment of day care centers for children of mothers working in the Kaiser plants; and re-emphasizing the War Manpower Commission's Policy No. 2 of August 12, 1942, on the "Employment in Industry of Women with Young Children." (This policy advocated the development of child care facilities as community projects).

Pursuant to motion adopted on August 12, 1943, women's organizations were sent copies of the above resolution of the Women's Advisory Committee adopted on June 16, 1943.

Post War Statement. - After consideration of a report of its sub-committee on post-war, the Women's Advisory Committee, at its full meeting on December 2, 1943, made public a statement, seriously questioning "any easy assumption" that after the war, a great number of women workers "will return to their homes;" and re-emphasizing the Committee's opposition to discrimination in employment on the basis of sex in time of peace and war.

Recapitulation of Major Actions. - Three major actions have been developed and approved by the Women's Advisory Committee and adopted as policy by War Manpower Commission as follows:

1) Policy on Recruitment, Training and Employment of Women

2) Policy on Employment of Youth under 18 years of Age

3) Interpretation of Policy on Employment in Industry of Women with Young Children

One procedure has been developed and approved by the Women's Advisory Committee and approved by the War Manpower Commission: Procedure on Planning and Conducting a Campaign for the Enrollment of Women in Wartime Employment.

Four other important recommendations were made as follows:

1) Plant and Community Facilities and Services

2) National Service Legislation

3) Physical Examinations for Women Shipyard Workers

4) Demobilization and Reconversion.

Two important studies have been made as follows:

1) Study on Older Workers

2) Study on Part-Time Workers

Mimeographed production: 1) "The War Job Platform of American Women" a bulletin; 2) "Suggested Program of Cooperation with Women's Organization," a plan.

Review of Manpower Projects

The Women's Advisory Committee has reviewed manpower projects which are in successful operation, in the experimental stage, or in the stage of development. The Women's Advisory Committee expressly believes that in view of the changing composition of

the labor force, specific attention to the womanpower phase of these projects is needed to achieve successful operation. A few of these projects are listed, with application to womanpower indicated.

1. Standards of selection--employer specifications; occupational requirements; interviewing and placement technique; older women workers; women with children; physical requirements, etc.

2. Manning Tables and Replacement Schedules--application plant by plant to determine necessary replacement schedule of women; the total local replacement demand for women related to local supply and availability; training and upgrading needs brought about by withdrawals of men to military service.

3. Controlled transfers and releases--appointment of women on appeals boards to insure an understanding and impartial review of appeals cases of women; issuance of certificates of availability to women workers (there have been scattered reports that women workers are not given the same treatment in issuance of certificates of availability.)

4. Classification of labor markets--extent potential supply and availability of women effect labor market classifications; in classification of I and II areas, the measurement of local manpower efforts to recruit, train and utilize women.

5. Inter-area clearance procedure--extent standards have been developed to proceed or continue in-migration in view of potential local supply and availability of women; development of recruiting standards for recruiting women under inter-area procedure.

6. Controlled referrals of in-migrants--development of standards governing controlled referrals of women in-migrants.

7. Recommendation of Community Facilities--extent of responsibility in term of leadership of War Manpower Commission (nationally, regionally, and locally) to secure development of community facilities which have direct bearing on efficiency and productivity of women workers.

Necessity for Continuing Attention

The Committee is agreed that its recommended policies make necessary continuing development and attention --

A. To Insure Maximum Time on the Job

1. Adjustment of wartime work week
2. Shift Scheduling
3. Absenteeism Controls
4. Campaigns to Improve Industrial Health and Safety
5. Vacation plans and special individual leave arrangements
6. Part-time work arrangements
7. Coordination of Community Facilities and Services

B. To Insure Maximum Effectiveness on the Job Through

1. Induction, training and orientation program
2. Industrial and consultant service

3. Improved personnel and supervisory policies and practices
4. Revision of hiring and promotion practices
5. Occupational analysis
6. Up-grading programs
7. Job breakdown mechanism
8. Manning tables
9. On-the-job and supplementary worker training programs
10. Executive and supervisory training programs
11. Labor turnover controls
12. Recommended standards for employee services--health, safety, industrial medical programs; food, rest periods
13. Campaigns to improve employee morale

Major Manpower Policies Referred to the Committee

To the Committee have been submitted proposed major manpower policies, which have been scanned for their implications to womanpower. Examples of these references which have been given thorough discussion by the Committee, have been the "Hold-the-Line" order; Regulation No. 3, with respect to the 48-hour work week; and Regulation No. 7 governing employment stabilization program.

The Chairman of the Women's Advisory Committee, as an observer also at the meetings of the Management-Labor Policy Committee, is thus in position to afford the members of the Women's Committee the advantage of the thought and argument of the members of the other policy making agency of the Commission; and she also presents the views of the Women's Committee to the Management-Labor Committee.

Changes in the Committee Membership

Although the Committee was appointed in September 1942, alternates on the Committee were not appointed until about April 1, 1943.

Upon recommendation of the Women's Advisory Committee, Chairman McNutt appointed to alternate membership at that time Dr. Esther Cole Franklin, of the American Association of University Women; Miss Elizabeth Christman, of the National Women's Trade Union League; and Miss Eleanor Park, of the Union Carbide and Carbon Corporation.

Upon resignation of Miss Ruth Allen of the University of Texas, to accept wartime assignment in her own locality, Dr. Esther Cole Franklin was appointed to full membership on the Committee in August 1943.

A D V A N C E R E L E A S E ---- A D V A N C E R E L E A S E

OFFICE OF WAR INFORMATION
WAR MANPOWER COMMISSION

Advance Release: For Thursday Afternoon Papers, December 2, 1943.

Price WMC-3442 PM-4473

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its sub-committee on post-war planning, today made public the following statement:

"The assumption on the part of many male workers and employers that women form a labor reserve to be called up temporarily is having its repercussion in war production today. The belief of many women that they are a reserve group for war employment only is held by the Committee to be a contributing cause of under-utilization, absenteeism, and turnover of women in the wartime labor market.

"The Women's Advisory Committee was appointed to study the national situation, advise the War Manpower Commission with respect to conditions militating against the most effective utilization of women, and make recommendations for the correction of these conditions when considered practicable.

"The Committee is keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort.

"Recognizing that in winning the war, consideration must be given also to winning the peace, the Chairman of the Committee in May 1943, appointed a sub-committee on post-war planning.

"Upon early recommendation of the Women's Advisory Committee, the War Manpower Commission adopted a policy to the effect that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted; that women should be admitted on a basis of equality with men to all forms of training; and that wage rates should be determined on the basis of work performed, irrespective of sex.

(Over)

"The Women's Advisory Committee is unanimously of the opinion that the above wartime policy should be extended into the post-war period. It is opposed to discrimination in employment on the basis of sex in time of peace or war.

"If the rights of women workers are to be protected, intelligent and comprehensive programs will have to be evolved and put into effect. The Committee is of the opinion that national planning should be taking definite shape now to provide employment outlets for everyone who wants to work--both men and women--after the war.

"The Committee is in full recognition of the fact that men in the armed forces will have their old jobs back when they return if they want them. This is written into the Selective Service Act. It is further recognized that some women will leave their jobs of their own accord and return to their homes as soon as possible.

"But any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status, which they do not wish to lose.

"Prospects for job security and other new job opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace.

"The American people, therefore, must demand consideration of the status of women in all post-war plans. This consideration is important to the war effort now, and it is socially desirable for the post-war period."

# # #

December 3, 1943

The Women's Advisory Committee of the War Manpower Commission, after consideration of a report of its subcommittee on post-war planning, unanimously agreed to submit the following statement to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Office of War Mobilization:

In the conversion of industry from war to civilian production, the resultant transfer, shifting, and demobilization of large numbers of workers present a major problem, which, in the opinion of the Women's Advisory Committee, requires serious consideration now.

The Women's Advisory Committee is in full recognition of the fact that when men of the armed forces return, they will, and should, have their old jobs back if they want them. This is written into the Selective Service Act. But utilization of all human resources constitutes the major goal of any democratic nation. This can be achieved only if the economy offers full employment. Therefore, all planning for economic readjustment, both now and after the war, should center on the provision of work opportunities for, and machinery for appropriate placement of, all adults in the labor market.

The Women's Advisory Committee approves and supports the official policy which makes no distinction between male and female workers. But in the industrial and professional world, the traditional practice of discrimination against women workers persists. The Committee recommends special attention to the problem of applying and enforcing the principle of the right of women to work.

Only through positive and specific planning for the appropriate placement of individual workers, regardless of sex, can maximum efficiency in our industrial structure be assured and harmony in social relationships be achieved.

To furnish guidance for more comprehensive programs at the close of the war, experimental programs of reemployment should be undertaken now while the problems of conversion are being encountered only in their initial stages.

The Women's Advisory Committee is of the opinion that the following fundamental considerations should be included in the formulation of such programs:

(1) Let us have a fair, honest and accurate definition of "full employment," which is generally agreed to be the key to desirable post-war adjustments.

Employers, and even officials, have assumed that a great number of persons will leave gainful employment when the war ends. A frequent statement runs, "Many women now at work will return to their homes."

The Committee is fully appreciative of the special responsibility of women for family life in our society and also of the desire of millions of women to devote their full time to it. Nevertheless, all evidence so far made available to the Committee tends to show that a relatively small proportion of the women now at work expect to withdraw from the labor market after the war.

It must be borne in mind that almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population. There will be hundreds of thousands of women who must accept the permanent function of breadwinner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a new, often hard-won economic status which they do not wish to lose.

The Women's Advisory Committee feels that on the basis of studies of current trends, previous experience, or sampling interviews, estimates should be made of the number of women who choose to remain in the labor market.

Until proof is given that a substantial proportion of the currently working women will voluntarily forego employment after the war, we must define full employment to include all women now at work--those in and outside the armed forces.

(2) During the war, placement of workers has of necessity been more or less haphazard. Recruitment, employment, and assignment have been effected under pressure, with little application of sound personnel principles. It is suggested that <u>now</u> is the time when each employer should be urged to evaluate the qualifications and skills of his present workers in the light of his post-war labor requirements.

Personnel to be retained after the war should be selected so far as possible on the basis of objective criteria.

(3) All training and re-training programs should include women as well as men; and these programs should be made available to all workers within industry, as well as to persons released from the armed services. Technical and professional training opportunities, for example, should be provided for women as well as for men who have entered the labor market during the war and who may choose particular types of training for future vocational development.

(4) Agencies dealing with labor relations should lead the way in breaking down widely established practices of relegating women to second line in lower positions of leadership and service, for economic progress depends upon united action by all groups. Unions should lead the way against this kind of discrimination, to the end that women workers as members may have equal opportunity to contribute to economic progress.

(5) Standards of wages, hours, and working conditions desirable in a peacetime economy should be restored as rapidly as possible. Greater continuing emphasis must be placed on the enforcement of such principles as "equal pay for equal work." At the same time, where it is obviously necessary to set up special standards for women (e.g., maternity leave privileges), wider acceptance of these standards should be encouraged. These are merely examples of the problems which confront not only women workers, but the entire country.

The Women's Advisory Committee recommends that the membership of government and industry committees planning industrial conversion include persons who (1) are thoroughly conversant with, and interested in, the employment problems of women; (2) recognize that "full employment" means employment for every capable man and women wishing to work; and (3) will plan realistically toward the objective of full employment for all employables.

Already post-war reconstruction plans in Australia and in England include the policy of aiming to "provide a job for every man and woman who wants one." We in this country, too, need to be swift in adjusting to the times; in taking account of the changes in women's employment status; and in planning for that great problem of post-war world--the successful employment of the whole population.

dupe

WAR MANPOWER COMMISSION

WOMEN'S ADVISORY COMMITTEE

MINUTES OF THE THIRTY-FIFTH MEETING, OCTOBER 12, 1944

10:00 A. M. to 12:30 P. M. and 2:00 to 4:30 P. M.

Room 5545 Social Security Building, Washington, D. C.

Chairman

Margaret A. Hickey

Committee Members Present

Miss Bess Bloodworth
Miss Elizabeth Christman
Mrs. Saidie Orr Dunbar
Mrs. Beatrice Gould
Miss Jennie Matyas
Miss Eleanor Park
Mrs. Blanche Ralston

War Manpower Staff Present

Miss Virginia Price
Miss Rhea Radin

PURPOSE OF THE MEETING

During the morning of the second day, Miss Radin presented a report on the work of the War Industry Employee Service Section of the War Manpower Commission. For the remainder of the morning and the afternoon, the committee met in executive session to receive the report of the Chairman and to discuss (1) a proposed statement by the Women's Advisory Committee on the program and policy of the War Manpower Commission from VE-Day to VJ-Day and (2) the proposed report on women in the post-war world.

PROGRESS REPORT ON THE WORK OF THE WAR INDUSTRY EMPLOYEE SERVICE SECTION

Miss Rhea Radin, Chief of the War Industry Employee Service Section, Bureau of Manpower Utilization, WMC, distributed copies of a report prepared by her office, entitled "Selected List of Labor Market Areas Which May Need Assistance in Obtaining Adequate Community Facilities and Services." This study, she explained, was initiated 2 months ago for the use of Government agencies concerned with the development of community programs. Considerable interest has been evoked, and it is hoped that the study can be continued and kept up to date. The list is confined to WMC Group I and Group II labor market areas as of September 1, 1944, in which two or more of the following conditions exist: (1) lack of community facilities; (2) high turn-over (in excess of 8 percent); (3) population increase of over 20 percent since 1940; (4) utilization of women in the labor force to the extent of 25 percent; (5) labor shortage for non-seasonal industries which cannot be met locally by January 1, 1945; (6) high turn-over for women (in excess of 10 percent); (7) lack of child-care facilities; and (8) special recruitment campaigns for women planned or in progress. On the basis of those factors of selection, 138 areas appear to be in need of expansion or adjustment of community facilities and services. A breakdown of the areas classified according to the number of applicable factors found indicates that two factors are applicable in 17 areas, three in 37, four in 30, five in 31, six in 15, and seven in 8 areas. The purpose of the study is to provide information to such Government agencies as the Children's Bureau, the War Production Board, and the Federal Works Agency, to be used as a guide in evaluating the present need for additional facilities and services.

Another study now in process, Miss Radin reported, is an analysis of a selected list of plants in the "must" category to determine the extent to which the need for in-plant or community facilities remains unfilled. The list consists of 175 plants located in 97 labor market areas (about 15 plants selected from each region), which are producing equipment for the urgent war programs and which are critically short of manpower. Information on the existence of unsolved problems of in-plant or community facilities in the listed plants or the communities in which they are located is being obtained from WMC field reports and from other Government agencies concerned with the problems in question. Each agency is conducting an investigation on matters within its province and reporting its findings to WMC. For example, the Public Health Service is investigating to determine whether an industrial hygiene survey

has been made in each plant listed. Eventually, this study will provide a complete picture on the extent of the unsolved problems still evident in those plants which are regarded as of the highest urgency to the war production program, Miss Radin pointed out. Excellent cooperation is being received from the WMC field staff and the other agencies concerned.

A special study of problems involved in the foundry and forge shops has indicated that bad working conditions, which constitute one of the most serious factors hampering the recruitment and retention of workers, are remedial, despite management contentions to the contrary, Miss Radin emphasized. Turnover has been substantially reduced in the large shops in which adequate ventilation and similar improved facilities have been provided. Concrete recommendations on means of improving working conditions have been drawn up for the guidance of employers.

Miss Hickey stressed the need for the continuation in the transition and post-war periods of services designed to assist the worker in adjusting to industrial employment, to assure that workers are not referred to sub-standard jobs, and to stimulate the provision of adequate community facilities and services. Members of the committee supported this position.

PROPOSED STATEMENT BY THE WOMEN'S ADVISORY COMMITTEE ON THE PROGRAM AND POLICY OF THE WAR MANPOWER COMMISSION FROM VE-DAY TO VJ-DAY

The statement prepared by the WMC staff on the policy and program of the War Manpower Commission from VE-Day to VJ-Day was discussed at length, and committee members offered suggestions for changes which will be incorporated in a memorandum to be subsequently prepared by Miss Hickey and Miss Price.

Policy--Under the heading "Policy," the following additions or revisions were recommended:

1. Specific mention of the policy of non-discrimination as a stated objective, to assure the reemployment and assignment of workers without regard to race, creed, or sex.

2. Insertion of the modifier "all" before "employers and workers" in Objective 3.

3. A statement opposing the cancellation of controls as outlined in paragraph I (B), on the ground that a sudden, general revocation of controls would (1) inspire an exodus of workers from war industries to civilian industries in critical labor areas; (2) disrupt the production program necessary for the prosecution of the war with Japan by making it difficult for the procurement agencies to place war contracts with firms anxious to resume civilian manufacture; (3) have an exceedingly bad psychological effect on the armed forces and on civilian workers in war industries by giving the impression that the Nation is no longer primarily concerned with the winning of the

war; and (4) weaken any organized program for directed remigration by making it possible for workers to transfer without obtaining referrals through the USES. As an alternative to the general relaxation of controls and their subsequent reestablishment where necessary, the committee advocated the general retention of controls, to be relaxed or adjusted in the interest of facilitating reconversion to the extent possible without endangering war production. It was suggested that as manpower surpluses appear, the USES should begin to make referrals to nonessential industries. The maintenance of hiring controls would thus make it possible for the USES to assist in an orderly reconversion program without disrupting vital war work.

4. Endorsement of the objective on continuing the active use of management, labor, and community groups in developing programs and securing community participation and acceptance. It was suggested that specific reference be made to the desirability of establishing tripartite advisory committees representing management, labor, and the public. The participation of public members, it was generally agreed, would enable the committees to render better public service, and would be of immeasurable benefit in fostering public understanding of labor's problems.

5. Specific mention as a stated objective of the desirability of establishing a public relations program.

Program--Under the heading "Program," the following additions or revisions were recommended:

1. Inclusion of a recommendation on the need for the maintenance and expansion of community facilities and services.

2. Endorsement of the policy of preference in service and the withdrawal of the list of Essential and Locally Needed Activities, provided that a gradual relaxation of controls is contemplated.

3. Endorsement of the placement, information, and employment adjustment services outlined, with the recommendation that the USES utilize and coordinate existing services and facilities available in each community to the extent possible.

4. Endorsement of the occupational analysis, manpower utilization, training, and reports and analysis services to the extent that these are justifiably within the province of a Government agency after the conclusion of the war emergency. Committee

members recommended concentration on such services as placement, the provision of labor market information, and training, leaving to private agencies or employers the provision of services in the field of industrial engineering.

PROPOSED REPORT ON THE PROBLEMS OF WOMEN IN THE POST-WAR WORLD

The outline of the proposed report on the problems of women in the post-war world was discussed in detail, and suggested changes in scope and organization were noted. Only the major points of discussion are reported below.

The committee concurred in the Chairman's suggestion that the scope of the report should be enlarged to include the status of all American women, instead of being limited to women in the labor market. In view of the fact that women who remain in the home constitute a large majority of the female population, it was agreed that the importance and value of their contribution to the family, the political, and the community life of the Nation should be given proper recognition. This approach, it was believed, will inspire wider audience appeal and will consequently be helpful in stimulating support for the desired objectives of the post-war program. It was therefore agreed that the report should begin with a section on the status of women in the home and that the content and organization of other sections should be amplified or changed as necessary to conform with the broadened scope of the work. A committee member called attention to a Canadian report on the post-war problems of women prepared by the Advisory Committee on Reconstruction, recommending that it be carefully studied for useful suggestions.

After thorough discussion, the committee approved the following recommendations to be embodied in the proposed report:

1. The provision of adequate children's allowances.

2. The provision of adequate facilities for the protection of the public health--at public cost, if necessary. (The use of the term "health insurance" was opposed by some members as too controversial or too vague.)

3. Federal aid to education as a means of equalizing educational opportunities.

4. The appointment of a Secretary of Education in the President's Cabinet.

5. Provision of decent low-cost housing as part of a minimum standard of living--with the assistance of public funds, if necessary--on the premise that the rearing of healthy citizens in healthy surroundings is a public obligation.

6. Continuation and adaptation to peacetime needs of the various community facilities developed during the war.

7. Provision for adult education for both the woman in the home and the working woman, designed to prepare women for the satisfactory fulfillment of their varied responsibilities.

8. Stress on the basic importance of developing a sound economic structure capable of providing job opportunities for all who desire to work.

On the basis of the committee's suggestions, Miss Hickey stated, a preliminary outline will be prepared for the guidance of the staff member who will be assigned to assist in the compilation of the material. A tentative draft will then be sent to committee members for comments and suggestions--by the end of November, if possible. If necessary, an interim meeting of members in the Eastern areas will be called in December to review the draft. Written comments should be submitted by those unable to attend.

REPORT OF THE CHAIRMAN

Action on Proposed Modification of Wage Standards--The proposal for the modification of wage standards in establishments seeking to qualify for a locally needed designation (which has been opposed by the Women's Advisory Committee) has been withdrawn by the War Manpower Commission, Miss Hickey reported. The policy against referring workers to industries offering sub-standard wages therefore remains unchanged.

A committee member inquired whether the Management-Labor Policy Committee has recommended to the War Labor Board that substandard wages in the textile industry be adjusted as a means of correcting a critical shortage of work clothing. Miss Hickey offered to obtain the desired information.

NEXT MEETING

The next meeting of the committee will be held either on January 10 and 11 or January 16 and 17.

- - - - -

Price--WMC 3442 PM-4522

WAR MANPOWER COMMISSION

For Immediate Release
Wednesday, February 16, 1944

Cleared and Issued
Through Facilities of the
Office of War Information

Women's clubs and organizations today were asked by the National Women's Advisory Committee of the War Manpower Commission to aid in recruiting women in all the areas of employment in which they are now needed. WMC estimates that by July 1 the nation's working force of women will reach the record total of 18,700,000 or 900,000 more than were employed in July, 1943.

Pointing out that women's corps of the various armed services are falling far short of their enlistment quotas, and that many thousands of women also are needed in areas of labor shortage, the Advisory Committee meeting in Washington today urged women's organizations to undertake the recruitment job as a major war effort.

Miss Margaret Hickey, committee chairman, in making the request, advised the women's organizations to gear their efforts to the employment needs and patterns of the WMC areas through the nation. Each organization taking part in the recruitment effort will be urged to tie its program to that of the local office of the WMC's United States Employment Service. This will avoid duplication of effort as the USES knows when and where women are needed and had full knowledge of the types of employment that are open, the chairman said.

"All planning and operation of these campaigns should be done in cooperation with the local offices of USES," Miss Hickey said.

"This can be done most effectively by establishing overall community womanpower committees, composed of women experienced in employment fields and having knowledge of community problems which affect employment. These committees can perform a vital war service by conducting educationl programs which will bring into the labor market women who lack confidence in themselves, who are unwilling to do the jobs for which they are most needed or who simply fail to understand that in many communities there is great need for their service.

"Many women in labor shortage areas are confused because they hear that women are being displaced from war production in some other areas where labor is more plentiful. Completion of contracts and other causes are causing partial displacement of women workers in some areas and in some lines of employment. This may mean the need for woman labor will decrease in some areas, but the need for such help will continue to increase in the nation as a whole.

"It is unfortunate that women are not always available where they are most needed. In areas where war production is centered and in which labor shortages naturally exist, community facilities such as housing, transportation, medical and child care are so overburdened as to make it undesirable to bring in more new workers.

(over)

"These local womanpower committees, working in close cooperation with government agencies, can do much to encourage many women in such communities to make up their minds that they must enter the local labor market. If local women go to work in areas of labor shortage they will make it unnecessary to import more help and thus add to the problem of overcrowded communities," Miss Hickey added.

The Women's Advisory Committee has just released to national organizations of women a pamphlet, "The Wartime Responsibility of Women's Organizations." It sets forth the need for forming community committees of women, especially in areas of labor shortage and special employment problems.

#

Cut-Backs in Industry - 2-16-44

ruary 16, 1944

dupe

TTEE WITH RESPECT
[illegible] OF RECOMMENDATIONS FOR POLICY TO
GOVERN CUT-BACKS IN INDUSTRY AS THEY AFFECT WOMEN WORKERS

It was recommended

THAT: The three New York City members of the Women's Advisory Committee work together in the formulation of policy recommendations to govern cut-backs as they affect women workers in wartime employment.

February 16, 1944

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO THE FORMULATION OF RECOMMENDATIONS FOR POLICY TO GOVERN CUT-BACKS IN INDUSTRY AS THEY AFFECT WOMEN WORKERS

It was recommended

THAT: The three New York City members of the Women's Advisory Committee work together in the formulation of policy recommendations to govern cut-backs as they affect women workers in wartime employment.

Bloodworth April 12, 1944

SUGGESTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO DISTRIBUTION OF COMMITTEE'S RECOMMENDATIONS REGARDING CUT-BACKS

dupe

It was suggested

That: The recommendations of the Women's Advisory Committee regarding cut-backs in industry be distributed to members of the American Management Association; the National Association of Manufacturers; the U. S. Chamber of Commerce; and to Area Labor-Management Committees.

4064

Bloodworth February 16, 1944.

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO DISMISSAL OF WOMEN FROM WARTIME JOBS

It was recommended

THAT: With respect to the routine of separating women from wartime jobs a policy emobdying the following principles be adopted:

1. That plans be made for counseling workers to be dismissed as to the following:

   (a) Possibilities and procedures for transfer to other jobs in the locality
   (b) Re-training programs in operation in the locality
   (c) Social Security rights (Unemployment Insurance - Old Age Pension), and any other Government provision

2. That notice of cessation of work be given as far in advance as possible

3. That split-shift workers, including children for whom part-time working arrangements have been made be laid off first

4. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible

5. That separations of other women workers be based on the following considerations:

   (a) Skill necessary on the job
   (b) Seniority on the job
   (c) Dismissal pay based on length of service

Franklin

February 16, 1944

delpee

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO COMMITTEE COOPERATION WITH OTHER GOVERNMENT AGENCIES IN THE FORMULATION OF DEMOBILIZATION PLANS

It was recommended

THAT: Members of the subcommittee on Post-War Planning arrange to meet with other Government agency representatives assigned to the study of impending post-war problems and enlicit their cooperation in working out a proposed program.

Hobart

February 16, 1944

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO CIRCULATION OF THE CHILDREN'S BUREAU "MATERNITY POLICY FOR WOMEN IN INDUSTRY"

dupe

It was recommended

THAT: The Women's Advisory Committee assist in the distribution of the Children's Bureau pamphlet, "A Maternity Policy for Women in Industry."

Dunbar

February 16, 1944

dupe

RECOMMENDATION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO STATEMENT COMMENDING PROGRESS ON PLANT AND COMMUNITY FACILITIES AND SERVICES IN THE FIELD

It was recommended

THAT: The Women's Advisory Committee prepare a statement of recognition of the progress made by the Plant and Community Facilities and Services Unit of the Bureau of Utilization and forward to the Chairman.

Dunbar

February 16, 1944

dupe

SUGGESTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO REPRESENTATION AT MEETINGS OF OTHER GOVERNMENT AGENCIES CONSIDERING COMMUNITY FACILITIES AND SERVICES

It was suggested

THAT: Arrangements be made for a Washington member of the Committee to attend meetings of Government or other agencies interested in community facilities and services and that the attending member report her findings to the Women's Advisory Committee.

August 17, 1944

duplicate

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO A RESEARCH ASSISTANT TO BE ATTACHED TO THE STAFF OF THE COMMITTEE AND TO SERVE THE COMMITTEE EXCLUSIVELY

It was recommended -

THAT: The Executive Director of the War Manpower Commission be requested to appoint a research assistant to the staff now serving the Women's Advisory Committee, such assistant to serve the Women's Advisory Committee exclusively.

August 17, 1944

dupe

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO INVITATION TO HEADS OF SOME TWELVE OF THE LARGEST WOMEN'S ORGANIZATIONS TO BE PRESENT FOR ONE FULL DAY WHEN THE COMMITTEE MEETS IN WASHINGTON IN OCTOBER

It was recommended -

THAT: The Committee invite to its October meeting for one day the heads of some twelve of the largest women's organizations to discuss with the Committee manpower problems and ways in which their organizations can help in the last half mile drive.

U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
Washington

SET OF LAY-OFF PRINCIPLES OF WOMEN'S ADVISORY COMMITTEE, WMC
Reported in the press, February 20, 1944

With respect to cut-backs affecting women in industry, the Women's Advisory Committee will recommend the adoption of a policy embodying the following principles:-

1. That notice of cessation of work be given as far in advance as possible.

2. That split-shift workers, including children for whom part time working arrangements have been made, be laid off first.

3. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible.

4. That separation of other women workers be based on the following considerations:

   (a) Skill necessary on the job

   (b) Seniority on the job

   (c) Dismissal pay based on length of service

5. That plans be made for counseling workers dismissed as to the following:-

   (a) Possibilities and procedures for transfer to other jobs in the locality

   (b) Re-training programs in operation in the locality

   (c) Social Security rights, (Unemployment insurance-old age pension) and any other Government provision.

Feb 28-1941

A beginning had been made, she explainnd, at the February meeting of the Committee, when Miss Bloodworth had given several suggestions which had been discussed and agreed to with respect to desirable personnel policies for plants affected by cutbacks. The suggestions were summarized as follows:

1) That notice of cessation of work be given as far in advance as possible.

2) That split-shift workers, including children for whom part-time working arrangements have been made, be laid off first.

3) That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible.

4) That separation of other women workers be based on the following considerations:

   (a) Skill necessary to the job

   (b) Seniority on the job

   (c) Dismissal pay based on length of service

5) That plans be made for counseling workers dismissed as to the following:

   (a) Possibilities and procedures for transfer to other jobs in the locality

   (b) Re-training programs in operation in the locality

   (c) Social Security rights (Unemployment insurance, old age pension), and any other Government provision.

Feb 28, 1944

Miss Park's list of questions about next steps for the committee gave the basis for the remainder of the discussion.

1. How can the Women's Advisory Committee interpret to women's organizations the meaning of the demobilization of war industry and its effect on women workers? How can these groups be aroused to support wise public programs?

2. How can we see that Government will set an example in demobilizing its civilian personnel?

3. How can women get into the planning of the local groups that are now working out ways of adjusting the employment situation in the communities, such as the C.E.D. committees?

4. How can we insure the orderly demobilization of the armed forces?

5. Can we or some agency work out a program to provide training and education for women as well as for men; to urge young women to return to school; and to retrain those older women who are let out of war work for new types of employment? Should we not urge the development of work and study programs for both young men and young women?

6. What methods should we suggest to see that public works programs include women?

7. Can we make a list of the industries and occupations whose expansion in the post-war period provide opportunities for women?

8. Can we make practical suggestions for the timing of cutbacks and the gradual change-over after the war? (i.e., not all airplane plants on West Coast at once)

From the Office of -
Margaret A. Hickey, Chairman
Women's Advisory Committee
War Manpower Commission
Room 5353 - Social Security Building
Washington, D. C.

dupe

March 1, 1944

STATEMENT OF WOMEN'S ADVISORY COMMITTEE OF THE WAR MANPOWER COMMISSION WITH RESPECT TO CUT-BACKS AFFECTING WOMEN IN INDUSTRY

In view of impending dismissals due to cancellation and completion of contracts, it seems wise to set forth definite policy recommendations for the transfer or demobilization of women workers when such becomes necessary. It must not be taken for granted that large numbers of working women have no economic problems to face as a result of separation from their jobs.

With respect to cut-backs affecting women in industry, the Women's Advisory Committee, therefore, recommends the adoption of a policy embodying the following principles:

1. That notice of cessation of work be given as far in advance as possible

2. That split-shift workers, including children for whom part-time working arrangements have been made, be laid off first

3. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible

4. That separation of other women workers be based on the following considerations:

   (a) Skill necessary on the job

   (b) Seniority on the job

   (c) Dismissal pay based on length of service

5. That plans be made for counseling workers dismissed as to the following:

   (a) Possibilities and procedures for transfer to other jobs in the locality

   (b) Re-training programs in operation in the locality

   (c) Social Security rights (Unemployment Insurance - Old Age Pension), and any other Government provision.

The entry of millions of women into war industries has made possible the present production records. The Women's Advisory Committee is of the opinion that it would be a sad commentary on our democratic institutions if the separation of women from industry were treated in other than a businesslike manner. To take for granted that a woman does not need to work and use this assumption as a basis for dismissal is no less unfair than if the same assumption were used as a basis for dismissal of a man.

From the Office of -
Margaret A. Hickey, Chairman
Women's Advisory Committee
War Manpower Commission
Room 5353 - Social Security Building
Washington, D. C.

March 1, 1944

STATEMENT OF WOMEN'S ADVISORY COMMITTEE OF THE WAR MANPOWER COMMISSION WITH RESPECT TO CUT-BACKS AFFECTING WOMEN IN INDUSTRY

In view of impending dismissals due to cancellation and completion of contracts, it seems wise to set forth definite policy recommendations for the transfer or demobilization of women workers when such becomes necessary. It must not be taken for granted that large numbers of working women have no economic problems to face as a result of separation from their jobs.

With respect to cut-backs affecting women in industry, the Women's Advisory Committee, therefore, recommends the adoption of a policy embodying the following principles:

1. That notice of cessation of work be given as far in advance as possible

2. That split-shift workers, including children for whom part-time working arrangements have been made, be laid off first

3. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible

4. That separation of other women workers be based on the following considerations:

    (a) Skill necessary on the job

    (b) Seniority on the job

    (c) Dismissal pay based on length of service

5. That plans be made for counseling workers dismissed as to the following:

    (a) Possibilities and procedures for transfer to other jobs in the locality

    (b) Re-training programs in operation in the locality

    (c) Social Security rights (Unemployment Insurance - Old Age Pension), and any other Government provision.

The entry of millions of women into war industries has made possible the present production records. The Women's Advisory Committee is of the opinion that it would be a sad commentary on our democratic institutions if the separation of women from industry were treated in other than a businesslike manner. To take for granted that a woman does not need to work and use this assumption as a basis for dismissal is no less unfair than if the same assumption were used as a basis for dismissal of a man.

2312

Baldwin April 12, 1944

MOTION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO THE ADEQUACY OF COMMUNITY FACILITIES AND SERVICES

It was moved

That: The War Manpower Commission's attention be called to the need for action on the part of area representatives in the discharge of their duties with respect to the inadequacy of community facilities and services.

From the Office of -
Margaret A. Hickey,
Chairman, Women's Advisory Committee
War Manpower Commission

April 30, 1944

WOMANPOWER - AN APPRAISAL BY THE WOMEN'S ADVISORY COMMITTEE
WAR MANPOWER COMMISSION

The entrance of millions of women into the labor force has made possible the present production records and the maintenance of our civilian economy.

During the three-year period, January 1942-1944, the increase in the employment of nearly 4 million women brought the total civilian employment figure for women to a new high of 16.4 million. This was effected in part by the reemployment of one million jobless women seeking work. The remaining increase was due to a net addition to the labor force of close to 3 million women, about two million of whom might not have gone to work under normal circumstances.

In the early stages of war production expansion, the problem was to persuade employers to draw in greater measure on local available female labor. But during the past several years many traditional occupational patterns for women have been abandoned. As the reality of male labor shortages slowly, but surely, made itself felt on management, industry opened the gates to women in many activities formerly closed to them.

Although major impediments to the increased employment of women have diminished, the situation is not one for management, labor, Government or the American people to view with complacency. To bring the armed forces up to their authorized strength between July and September, and keep it there after September, with replacements of losses due to combat casualties, accidents, disease and disabilities, will require the induction of 1¼ million or more men during the remainder of 1944. Although some of this drain of manpower will be replaced by discharged servicemen able to work, a large part of this manpower requirement will have to be met by women. Some of these women may come from employment no longer in need of their services. But most of them must be women not now working. And the greater percentage of them will be housewives.

The prospects of meeting requirements for additional women are contingent partly upon recruitment measures which will draw women into the labor market. But they are contingent also upon stabilization and the most effective utilization of the women already at work.

Turnover among women represents not only changes from one job to another, but also a movement out of the labor market. In many tight labor markets, the limits of available womanpower have already been reached. Here the elimination of unnecessary turnover becomes of prime importance.

During the period of rapid growth in employment, accessions exceeded separations. But by the end of 1943, a turning point showed separations of women for munitions employment tending to exceed new hires. It is true that in many instances, separations seem to have been the result of layoffs rather than quits. But nevertheless it is also true that each month large numbers of women need to be hired merely to replace women changing jobs or leaving the labor force.

National estimates of labor requirements can be misleading for several reasons. First, they are expressed in terms of net changes, and make no allowance for the number of women who must be recruited to replace those who leave the labor market. Secondly, national data obscure differences in local situations. Projected cutbacks in some phases of munitions equipment will result in the labor market's becoming considerably loosened in some areas. However, labor shortages will be accentuated in others. The need for intensive programming to effect greater employment of women will continue in many localities. The net number of additional women required to meet production schedules in these areas may well exceed the national net increase, which reflects a balancing-out process of declining employment in other areas.

The War Manpower Commission, therefore, must continue to pursue the following three courses -- in accordance with local needs based on production demands:

1. The expansion of employment opportunities for women -- in order to elleviate labor shortages and release men for occupations unsuitable for women;

2. Positive aggressive day-by-day recruitment of women in areas where the demand for women workers cannot be met by customary recruitment activities; and

3. Stabilization of the female work force by encouraging the establishment and/or expansion of such in-plant and community services and facilities -- the lack of which leads to turnover and impedes recruitment.

EXPANSION OF EMPLOYMENT OPPORTUNITIES FOR WOMEN

Although employment prospects for women have greatly improved, many local labor shortages could be relieved by increasing job opportunities for women. Many stringent areas, especially those dominated by heavy industries, have failed to draw on their potential reserves of women in sufficient measure. In some occupations job characteristics necessarily preclude the utilization of women. But this very fact makes it imperative to assign male labor to such jobs and employ women in all other types of work which are, or can be made, suitable for their employment.

Along with continued education of employers, several methods have been adopted at the local level to increase the employment of women and refer men to jobs which women cannot fill. These include:

1. Controlled referral of all male workers. - Establishments, which can increase their proportions of women, are encouraged to do so by being denied additional male workers.

2. Ceilings on the employment of male workers. - By restricting the number of male workers, men already employed in an establishment will be fully utilized and, if necessary, transferred to jobs which women cannot fill.

3. Occupations reserved for women. - A number of areas have devised for use in local offices lists of occupations reserved for women. No men are referred to job orders for these occupations.

4. Utilization studies. - At the request of management, WMC utilization analysts study working conditions and industrial processes used to solve in-plant problems. The feasibility of using women in jobs which management considered unsuitable is frequently revealed in such studies.

5. Manning tables. - This concise and integrated schedule, which shows the occupational composition of a plant, often indicates possibilities for introducing women in specific jobs they have not heretofore filled, or for increasing their utilization in occupations they already hold in small proportions.

RECRUITMENT OF WOMEN FOR WARTIME EMPLOYMENT

In many areas the demand for women workers can no longer be met by ordinary recruitment procedures. Increased employment opportunities have practically exhausted those sources of women who can be brought readily into the labor market.

The intensive recruitment of additional women for wartime employment has been going on for two years now. A variety of recruitment methods has been attempted. In general, haphazard campaigns have yielded to action better coordinated with other phases of manpower programming.

At an earlier stage of the manpower program, recruitment activities were sometimes sponsored and conducted by private organizations with only nominal participation by the War Manpower Commission. This tendency, however, has been successfully curbed. As the USES became a more influential agent in the local labor market, efforts to mobilize additional womanpower were more closely integrated with other aspects of the over-all manpower program and were initiated more directly in response to labor demands as they developed.

Intensive recruitment also involves the transfer of women from less essential activities to war-useful employment. A very significant shift in this direction has already occurred, chiefly in response to higher wage rates of war production plants. But it is important that this process be continued. Most of the additional women to be added to the labor force will be marginal. They, therefore, will be less stable workers whom less essential activities can better utilize with least disruption to production requirements.

An impediment contributing to the difficulty in effecting transfers is the existing concern for post-war security arising out of confusion as to the role of women in industry. The Women's Advisory Committee feels strongly that a clarification of manpower aims in the readjustment period would remove the fear that after the war women will be treated as usurpers of men's jobs and denied equal opportunities for employment.

It is still a fact that in some areas no efficient and persistent effort has been made to draw the local potential women workers into the labor force.

Local situations vary in terms of population, labor force, community characteristics, nature and size of demand, and industrial composition of the area. It is recognized, therefore, that no one recruitment technique or single combination of methods can be the best and most adequate solution in all areas. But it has been possible to discern desirable and undesirable characteristics of the recruitment methods which have been employed. A section dealing with the recruitment and transfer of workers is included in the USES Manual under the heading "Special Wartime Activities."

UTILIZATION AND STABILIZATION OF THE FEMALE WORK FORCE

The Women's Advisory Committee recognizes that some turnover among women is unavoidable. This applies to separations from the labor force as well as to shifts between jobs. Marriage and pregnance continue to change the employment status of women workers. Women follow their husbands in the Armed Forces. The migration of male civilian workers also involves a movement of wives and daughters; this may not mean their permanent loss to the labor market, but it does mean a break in continuity of work performance. Any change in household responsibilities--illness in the family, for example--immediately affects the woman who is the secondary wage-earner in the home.

Other factors which contribute to turnover among women workers and also to failure of recruitment efforts, center about living and working conditions. Even if the potential supply of women willing to work far exceeded the demand -- which is definitely not the case in many areas--the waste in manhours caused by the endless recruiting and training of new workers would call for a positive attack on the problem.

The Women's Advisory Committee has persistently maintained that the failure of women to stay on the job is not provoked by indifference to the war program, but to the inability to hold a full-time job, along with the personal and domestic obligations and responsibilities many women workers have.

The provision of adequate plant and community facilities and services is an essential part of any program for the maximum utilization of manpower. Some aspects of these services and facilities are especially pertinent to the employment of women. Many are working in new types of activities and occupations to which they must adjust themselves. Others not customarily employed have the double problem of adjusting to the job and to an entire rearrangement of their normal living habits.

Because the problems and available resources vary from area to area and plant to plant, every program must be adjusted to meet the particular need of individual industries and localities. Responsibility for solving specific problems rests jointly on plant management, labor and the local community. The responsibility of the War Manpower Commission lies primarily in effecting coordinated action by existing Federal, State, and local agencies insofar as their services can be related to manpower needs.

The scope of the problems involved covers many phases of living and working conditions and includes:

1. Health--Provision at the plant for emergency care is necessary. In addition, preventative health measures in the plant reduce the incidence of sickness caused by job conditions. Preventative measures in the community minimize the danger of epidemics and the spread of disease among the working force.

2. Safety and Industrial Hygiene.--Many job absences and quits are caused by preventable industrial accidents, and high accident rates in any one plant will keep new workers from accepting employment there. Adequate safety instruction is a "must" for new employees. Since many of the new workers are now women who are unfamiliar with factory employment, the need for proper education along these lines is of vital importance.

3. Child Care--In areas where it is necessary to recruit women with young children, an adequate child-care program is a fundamental necessity if these mothers are to be able to accept employment and if mothers already employed are to continue working.

4. Eating Facilities.--Adequate meals served in the plant have a definite effect on the productivity and morale of workers. The availability for all shifts of a well-balanced nourishing meal in the establishment simplifies the preparation of meals consumed at home. The employment of housewives causes larger numbers of workers to "eat out." There is therefore, progressive need to expand or adapt community eating facilities.

5. Rationing and Food Distribution.--Women workers with families encounter increasing difficulties in obtaining food because the choice of meat and unrationed foods is so limited at the time when shopping must be done. Quotas of food should be set aside until hours when workers can market.

6. Shopping, Business, Government, and Personal Services.--The shortage of manpower limits the extent of services, like laundries and dry-cleaning, that can be rendered. Depleted stocks, inaccessibility of stores and the fact that many shops and offices are not open at the hours when workers are free, aggravate the difficulty with which war workers, particularly women, are faced. Schedules of these facilities and services must be adapted to permit servicing to war workers on all shifts.

7. Housing.--Inadequate housing will cause quits and absences among all in-migrant workers, women as well as men.

8. Transportation.--Difficulties of this sort throw an extra burden on the housewife who has taken employment. If long hours of commuting add to the working day of the woman, who has household responsibilities too, stability of employment becomes almost impossible.

9. Recreation.--Adequate opportunity for relaxation after work is necessary to reduce fatigue and nervous tension. This is especially important for in-migrant workers who have broken homes ties.

10. Counselling.--Referral and Personal Services.--Personal family problems, affecting acceptance, or continuance, of employment, are encountered by trained and experienced women workers and present even greater difficulties to the untrained and inexperienced ones. There should be skilled personnel counsellors in plants to assist in the induction, integration, and follow-up of workers and to offer advice and help to workers with personal problems.

The Women's Advisory Committee is unanimous in its opinion that problems associated with the employment, recruitment and utilization of womanpower should be attacked as an integrated part of an over-all manpower program. Efforts toward solution should be initiated at the local level and designed to correct specific local conditions. Consequently, it should be pointed out that the Committee's remarks and recommendations relating to womanpower generally do not pertain exclusively to women.

The expansion of employment opportunities for women is part of the task to effect the best allocation of the national labor force. Such action as controlled referral of male workers or ceilings on the number of male workers who can be hired obviously has far broader implications than that of simply expanding job opportunities for women. The recruitment of women not customarily in the labor market, although it merits a specialized approach, is not isolated from the general recruitment and transfer program. Similarly, the need for adequate plant and community facilities and services must be approached according to the effect they have on all workers, although some of them have a more direct bearing on women.

Nevertheless, early resistance to the employment of women in many activities and confusion as to the role women would play in the mobilization of manpower prompted the development and approval by the Women's Advisory Committee of two policy statements governing the mobilization of womanpower. One covered the War Manpower Commission's policy on the employment of women with young children. The other, broader in scope, covered the recruitment, training and employment of women workers and included the principles stated in the earlier release.

To promote the rapid and orderly induction of women into the labor market and to incur their subsequent employment and training opportunities, the Committee recommendations adopted as national basic policy provided that:

1. Qualified women who are seeking work be referred to employment and training on a basis of equality with men if the physical requirements of the jobs permit.

2. Active recruitment of women with children under 14 be deferred until other sources of local labor are exhausted and then only if adequate child-care facilities are provided. However, such women seeking employment shall not be deprived of the opportunity to work. Women without young children shall be actively recruited for training and employment where employment opportunities exist, and such recruitment and referral shall be made on the basis of qualifications for an occupation without discrimination because of race, national origin, or creed.

3. Reserves of local women should be fully tapped before in-migration from other areas is sought.

4. Management and labor should remove all barriers to the employment of women in any occupation for which they are or can be fitted.

5. Wage rates should be determined for all workers on the basis of work performed, irrespective of sex.

6. The following basic principles should be applied:

   a. One day of rest in seven.

b. An 8-hour shift and a maximum 48-hour week except for temporary emergencies.

c. Adequate meal and rest periods and proper facilities for medical care and other safeguards for health and safety.

7. Every effort be made to adjust assignments to shifts, including arrangements for part-time shifts, to cause the least disruption to family life.

It is the opinion of the Women's Advisory Committee that these wartime policies should be extended into the post-war period. The Committee is opposed to discrimination in employment on the basis of sex in time of peace and war. If the rights of women workers are to be protected, intelligent and comprehensive programs will have to be evolved and put into effect. The Committee is of the opinion that national planning should be taking definite shape now to provide the employment outlets for everyone who wants to work--both men and women--after the war.

It is recognized that some women will leave their jobs of their own accord and return to their homes as soon as possible. But any easy assumption that a great number of women will return to their homes is to be seriously questioned. Almost 14,000,000 working women are not newcomers to the labor force. The number of women who want and need to work has increased enormously during the war. There will be an even higher proportion of unmarried women in our population There will be many women who must accept the permanent responsibility of bread-winner because of the loss of husbands in the war. And there are the women who have adjusted their family life and found a now, often hard-won, economic status which they do not wish to lose.

Prospects for job security and other new opportunities after the war are as important to these women as to men. Furthermore, no society can boast of democratic ideals, if it utilizes its womanpower in a crisis and neglects it in peace. The American people, therefore, must demand consideration of the status of women in all post-war plans. This consideration is important to the war effort now, and it is socially desirable for the post-war period.

* * * * * * * * *

AMF - WMC - WAC

From the Office of
Margaret A. Hickey
Chairman, Women's Advisory Committee
War Manpower Commission

THE WAR JOB PLATFORM OF AMERICAN WOMEN

* * * * * * *

"If we can find the job where we can be of use, we are hitched to the star of the world and move with it." -- Richard Cabot

* * * * * * *

The women of America are concerned with the future of America. They share with the men of America the current struggle for that future. Unless the struggle is successful, there can be no future for America.

As a Nation, we are entering into a very grim period of the war. The long, hard pull ahead will require the most unstinting effort and great personal sacrifice on the part of everyone.

American women today are as sturdy, enterprising, and resourceful as the pioneer women who helped develop the frontiers of this country. Today new frontiers are in the making. And again each woman must have a part -- a job, a service -- on the home front. Moreover, she must know what that part is. Once she knows, she must and will play it courageously. The changing routines, the changing responsibilities, in their day-to-day lives, women willingly accept. Today, as in the past, women stand ready and eager to help.

It is both natural and commendable that so many earnest women should question whether, in the unsung job at hand, they are actually making a vital contribution to their country in its time of greatest need. Their unrest and uncertainty pose an honest question that should have a sincere answer.

The Women's Advisory Committee of the War Manpower Commission was appointed to advise the Commission on the wartime use of the skills, talents, and abilities of the womanpower of America, and to do everything possible to help women find their "battle stations" in the office, factory, professions; on the farm; and in the home. The Committee can produce no final blueprint as to what each woman is to do. There can be no final or arbitrary blueprint, because the ultimate potentialities of women cannot be limited. But the Women's Advisory Committee is aware of a definite need for clarification as to what a war job is. An attempt is made, therefore, to define the "war job of American women" in simple terms of the war tasks that must be done.

At the outset, it must be understood, the Women's Advisory Committee believes that every kind of productive work, no matter how seemingly humble, adds to the cumulative national war effort. It believes that selfishness and idleness are deterrents to the progress of the war.

Each woman must first ask herself, "Where and how can I train or best serve?" Having found that answer, she must then direct her talents and energies to finding her war place.

Women with children have a responsibility to their homes which they cannot relinquish. Under no circumstances, can the nation afford to neglect its children -- the future citizens for whom the war is being fought.

The working women of America, wherever they are employed, are the vanguard of America's womanpower and have paved the way for the millions of other women who will join their ranks. Thousands of retired women must return to work outside the home. Older women and women who have never worked before must make their hands and energies available. Many women must step forward to extra tasks which have not been part of their normal lives.

Millions of women are required for work as welders, riveters, drillers, lathe operators -- the thousand and one factory jobs which men have always traditionally done. Women who make themselves available for training and employment in plants manufacturing the implements of war are, of course, vital to the war effort. The men of our fighting forces must never lack essential supplies, because some American woman was unwilling to work with her hands, her head and her heart.

But the total war job of women is not confined to work in war production plants. Women too are needed for work with the armed forces. Millions of other women are required to do their part in those civilian trades and services necessary to the full conduct of an all-out war.

Women who take employment, either full-time or part-time, in laundries, clothing and dry-goods establishments, grocery stores, delicatessen shops, hotels, restaurants and cafeterias are sharing in the war effort. They are performing services upon which great numbers of other workers must depend.

Women who take jobs as telegraph messengers; telegraph, telephone, and teletype operators; or as radio technicians; are contributing to the efficiency of our communications system and, thereby, to the war effort.

Women employed in such jobs as ticket takers, baggage clerks, information clerks at railroad depots; as bus, truck and taxi drivers; as plane dispatchers and stewardesses; are helping to relieve the overburdened transportation facilities. They are doing a necessary war job.

When women take jobs supplementing or replacing farm labor or supervising young people working on farms, or when they take jobs in canning factories, they are helping to feed our allies and our nation. Women who grow and preserve as much as possible of their own food also are producing for Victory.

Women who take nurses' training or return to nursing, if this has been their profession, are pursuing a course of vast importance to the health and welfare of the nation. Women who work as dietitians, dental hygienists, clinic attendants or as other types of aides in local hospitals or other public institutions are at a "battle station."

Women who continue to teach, those who return to teaching, either as substitutes or full-time workers, are performing necessary services. The elementary and secondary schools of the country are needed now more than ever, and there must be no curtailment, but rather expansion, of our school system during this period. Women who cnntinue in library work or undertake it at this time are performing a type of service also important to our nation in time of peace or war.

The young women college and university students, who prepare themselves for specialized work, service, and leadership represent a civilian reserve of the utmost importance to our immediate and future national womanpower strength.

Women are making important contributions to the war effort when they accept, and faithfully carry out, assignments for work with the Office of Civilian Defense, the American Red Cross, the USO, the American Women's Voluntary Services, or with any of the recognized war relief agencies organized to serve the united nations.

Women who work actively and regularly through organized local channels for the improvement of housing, transportation, recreation, health, child care and other community facilities and services are strengthening the nation's man and womanpower.

Women, who cannot take regular work outside the home, but who regularly assist their working neighbors by performing for them such needed services as shopping, cooking, laundering, mending, are contributing to the war effort. In many instances, such women can make, perhaps, their greatest contribution to the war effort by giving proper care to children, so that other women may work with free minds outside the home.

Housewives who arrange to shop during the slack periods of the day are easing the demands on both transportation facilities and stores and are helping women workers, who must shop for supplies during their lunch periods or in hours after work.

Housewives who willingly and cheerfully take up again the old household tasks without assistance are also aiding on the home front.

<u>There can be no idle women.</u>

Price -- WMC - 3442

WAR MANPOWER COMMISSION

For Release to Morning Newspapers
Tuesday, June 6, 1944

MISS MARGARET HICKEY, CHAIRMAN OF THE WOMEN'S ADVISORY COMMITTEE OF THE WAR MANPOWER COMMISSION, ADDRESSES KANSAS STATE CONVENTION OF BUSINESS AND PROFESSIONAL WOMEN'S CLUBS AT DINNER AT THE LEON HOTEL, HUTCHINSON, KANSAS, JUNE 5, 1944 at 7:00 P. M.

The successful conduct of the war now requires the referral of all available male labor in the nation to the jobs of greatest war production urgency, and the retention of such labor in those jobs, Miss Margaret Hickey, Chairman of the Women's Advisory Committee of the War Manpower Commission, told members of the Kansas Business and Professional Women's Clubs at their State convention held at the Leon Hotel, Hutchinson, Kansas, last night.

"We are in the most vital period of the war," Miss Hickey said. "And the ability of certain industries to produce on schedule is absolutely essential to the continuing supply of our armed forces. The time has come when we must mobilize our manpower wherever it is available, to see that every labor shortage area and every essential industry are supplied with the help that they must have.

"This means that many workers who are not needed for any essential jobs in their own areas or whose places can be filled by women must accept jobs entitled to priorities in other areas. Women as well as men must be ready to accept referral to job opportunities for which they are qualified in essential and locally needed activity in the order of the relative urgency of the war effort. Particularly must women prepare to take thousands of the less essential jobs now filled by men who can be transferred to jobs of the greatest war production urgency in their own or other areas."

Miss Hickey said that greater efforts must be made from now on, first, to hold workers in essential jobs once they are so placed; second, to recruit workers for such jobs from less essential activities; and, third, to shift workers from areas which have available labor to areas which need more manpower.

Referring to some of the psychological forces contributing to the problems of recruitment and retention of workers, Miss Hickey said that too many people are indulging in the easy assumption that the war is "in the bag" and that too many are permitting themselves to be influenced in their attitude toward the urgency of the war program as a result of cutbacks in some lines of industry.

"Cutbacks and layoffs represent inevitable adjustments in production schedules necessitated by military developments abroad," she explained. "Events move so swiftly on the battlefronts, particularly in this critical stage of the war, that sometimes drastic alterations must be made in production programs almost overnight. Some adjustments are being made constantly. Workers who may be released in such situations are needed greatly in other plants or in other areas where war production schedules are being increased."

Miss Hickey asked her listeners as a part of their wartime service to help clarify and explain such elements in the manpower situation so that "workers already in the labor market and potential workers alike may have an appreciation of the inherent difficulties and understand the necessity for meeting labor demands when and as they arise.

2618

"In those areas where the United States Employment Service is asking people to take jobs, every woman able to work must understand that the call for her services has come," she said.

Declaring that many on the homefront fail to comprehend fully either the magnitude or the seriousness of the crisis the country faces, Miss Hickey termed over-optimism with respect to an early victory a "dangerous deterrent" to the war effort.

"Let no one underestimate the strength and the morale of the enemy," she warned. "It was bad bread as much as anything else that caused the collapse of Germany in 1918," she pointed out. "And it is well to bear in mind that while most of the people of Europe have only black bread and walk on wooden treads, the German people today are still eating white bread and wearing shoes with leather soles. The German people are neither hungry nor unclothed and their morale has not begun to crack. The Armies of liberation face many costly months ahead."

In the work that they are called upon to do today, Miss Hickey said, "women are presented with double opportunity and responsibility - - that of serving their country in its greatest crisis and also of increasing the stature of women as citizens.

"There is no better time or place to begin to prepare for the future than in the needs and demands of the present," she stated. "In the performance of their wartime duties, women must prepare now for heavier responsibilities. Working together for objectives outside of self-interest, they must accept now the stern, constructive discipline of useful service and get ready for an uncertain economic period ahead.

"Women's organizations must provide the ladders of training that will lead up to new and strengthened leadership of a very high order, for we need the full partnership of men and women in national and world affairs."

# # # # #

Matyas June 14, 1944

dupe

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO NEED FOR ADDITIONAL PERSONNEL ON THE STAFF OF THE UNITED STATES EMPLOYMENT SERVICE TO STUDY UTILIZATION AND REHABILITATION PROBLEMS ARISING

It was recommended

THAT: The Chairman of the War Manpower Commission be requested to provide the United States Employment Service with additional personnel necessary to study utilization and rehabilitation problems which are now arising.

4418

Women's Advisory Committee
War Manpower Commission
Washington, D. C.

June 15, 1944

HOUSEHOLD EMPLOYMENT

Before the beginning of the defense program in May 1940, household workers, numbering approximately 1,500,000 persons, comprised one of the largest occupational groups in the country. It is anticipated that after the war and for a long time in the future, household workers will again comprise a major occupational group.

Household workers represent one of the few groups which have failed to improve their working conditions. While other industries, through legislation and unions, regulated their labor conditions and limited hours of work, household workers remained unorganized and unprotected by labor laws, rules, codes, or workmen's compensation.

In 1921 the first quota law cut off a supply of foreign workers who in previous years helped to meet the demand for household work, and the shortage of household workers grew more and more acute.

The depression that started in 1929 contributed its deteriorating effect on the occupation. Many employers could not afford to pay former wages, and others who could, took advantage of the situation to reduce the wages of their household employees. Where two had been employed previously, one was often expected to perform double duty and frequently at reduced wages. Sometimes business and industrial workers, losing their positions turned to household employment and, because they were unskilled, accepted positions at even lower wages than experienced employees. Some new employers, who even previous to the depression were unable to afford household assistance, believed that unemployed workers could be "worked" for next to nothing and offered jobs at substandard wages with poor working and living conditions.

Even in 1933 when codes became effective for industries, no code could be considered for household employees, largely because there was no organized group of workers or employers to speak for the occupation and thus formulate and present a code. During the period, therefore, when the house of labor and the rates of pay were regulated for other industries, household workers were still left unprotected.

By 1935 the aversion of this type of work had become so widespread that householders realized they faced the possible extinction of this class of employee.

Within the decade prior to 1936, at least 64 groups made a study of conditions in the field of household employment. During that time also a national committee was organized for this purpose through the efforts of Dr. Benjamin R. Andrews, Professor of Household Economics, Teachers' College, Columbia University. The proposals of this committee were largely used thereafter as a basis for directing the thinking of other groups working on the problem.

The studies showed the chief causes of difficulty from the standpoint of the employee to be the social stigma attached to household work, uncertain hours, low wages, loss of freedom, lack of clear definition of duties, inability of the employer to convey her methods and preference to the employee, too much supervision of a capable employee or too little supervision of one needing it, and inconsistencies in the economy of the household.

Some of the causes of dissatisfaction on the part of the employer were shown to be the lack of training or glaring inefficiency in household work, lack of respect for, and failure to take care of, fine articles, waste of food, lack of sense of order in work, and a sullen and often defiant attitude.

From the studies three definite conclusions were drawn:

(1) Any solution to the problem must lie in the successful elevation of the occupation to the level of a modern industry;

(2) Training for housework is essential if an employee is to meet successfully the needs of her employer;

(3) Housework must be dignified and the standards so raised that capable girls would be attracted to the field.

The statement of the problem by the Canadian Advisory Committee on Reconstruction is pertinent in many respects to the problem in the United States. The statement reads:

"The problem of the household workers deserves special attention for four main reasons:-

"I. Prior to the war, there were more workers in this category than in any other and many present-day war workers could be reabsorbed into the peacetime economy through this channel.

"II. The skilled household worker makes a significant contribution to the health and well-being of the family. Good household workers also are essential if highly trained professional and business women are to make an adequate return to the state for their expensive education.

"III. It must be realized that the social progress of a country depends to a very large extent upon the voluntary efforts of women who give their time to the community. Under war conditions with the prevailing shortage of household workers, it has become increasingly difficult for women to make this contribution. The value of this voluntary service is incalculable, but it must be acknowledged that it depends largely upon competent household workers able to undertake the domestic duties of women who are willing to make this contribution to their communities.

"IV. The level of the economic life of the community is depressed by a large reserve of unskilled womanpower. Other groups of workers will have greater security if the status of household workers can be raised."

Under war conditions with the prevailing shortage of workers for jobs in this as well as other countries, many heads of households have been forced to get along the best they could with limited or no outside help. But after the war we may look for a shortage of jobs for available workers and consequent disadvantages on the side of the household employee.

Since many women without special skills may be forced to accept household work in order to earn a livelihood, interested groups should be alert to use their influence to prevent exploitation in the field. And since household heads will need the help of competent workers in their homes, these same groups should push forward toward the goal of higher standards for both employer and employee and training for the employee so that she may meet and maintain the standards established.

Bloodworth

February 16, 1944

dupe

SUGGESTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO DISSEMINATION OF FOLLOW-UP MATERIAL RE CRITICAL LABOR AREAS TO WOMEN'S ORGANIZATIONS

It was suggested

THAT: The release of the pamphlet, "The Wartime Responsibility of Women's Organizations," be followed up with a more localized approach to women's groups concerning those areas of critical labor shortage.

Bloodworth

February 16, 1944

dupe

SUGGESTION OF WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO THE DISTRIBUTION OF FILMS TO WOMEN'S ORGANIZATIONS

It was suggested

THAT: A list of films designed to interest women in war work and military service be distributed to women's organizations.

For Use of Local Women's Clubs and Organizations

dupe

June 30, 1944

From the Office of
Margaret A. Hickey, Chairman
Women's Advisory Committee
War Manpower Commission

PROBLEMS OF TURNOVER AND ABSENTEEISM AMONG WOMEN WAR WORKERS

I. The Existing Manpower Situation

We are in the most vital period of the war. The ability of certain of our heavy industries to produce on schedule is absolutely essential to an unbroken flow of supplies to our armed forces. The time has come when we must mobilize our manpower wherever it is available to meet labor demand regardless of where and when it arises. Every labor shortage area and essential industry must be supplied with workers required to keep production on schedule.

This means that many workers who are not needed for any essential jobs in their own areas or whose places can be filled by women should accept jobs in other areas entitled to priorities. Women as well as men must be ready to accept referral to job opportunities for which they are qualified in essential and locally needed activity in the order of the relative urgency to the war effort. Many women not now in the labor market must prepare to take less essential jobs filled by men who can be transferred to jobs of the greatest war production urgency in their own or other areas.

Labor Market Areas

Labor market areas are segregated into four groups. Areas in which acute labor shortages exist are placed in Group I. Group II is made of areas in which the supply of labor is stringent or where a shortage of labor is anticipated within six months. Areas in which a slight labor reserve is expected to remain after six months are put in Group III. Group IV areas are those in which a substantial labor reserve will remain after six months.

Area classifications until recently were based on labor market forecasts six months ahead. Now, however, because the production situation is more subject to quick, unforseen adjustments than previously, area classifications are based on labor market forecasts of only 60 days ahead.

II. Women are Called to Service

In those areas where the United States Employment Service office is asking people to take jobs, every woman able to work must understand that she is being called for service to her country.

If war production demands and homefront needs are to be met, thousands of additional women must enter the labor market now.

Women are needed in nearly every type of job--in industry and on the farm, in military services and in local civilian activities. They are needed to take the jobs of men being drafted and men transferred to jobs of greatest war production urgency.

Just as imperative as the campaign in some areas to recruit women must be the nationwide program for retention of women now in the labor market. In December 1943, quit rates for women exceeded the accession rates in half the war industries. Women in that month quit jobs in shipbuilding and aircraft industries faster than they were hired, in spite of a need for their labor.

The absentee rate among women has been shown to be higher than that for men. In several West Coast aircraft factories, for example, absentee rates over a period of 18 months ending January 1944, were shown to be 4½ percent for men and 8 percent for women.

The percentage of working time lost for all women shipbuilding workers as reported by the Bureau of Labor Statistics for the third quarter of 1943, was 10.6 percent. A recent bulletin of the U. S. Maritime Commission reports absenteeism among women in three West Coast shipyards as having been from 48 percent to 66 percent higher than the rate for men; in these same yards women's absenteeism averaged 22.0 percent as of June 1943.

III. Psychological Factors Are the Principal Deterrents

Greater efforts must be made from now on, first, to hold workers in essential jobs once they are so placed; second, to recruit workers for such jobs from less essential activities; and, third, to shift workers from areas which have available labor to areas which need more manpower.

In the accomplishment of these objectives, certain psychological factors which serve as deterrents, must be recognized, understood, and dealt with. They are:

(1) The too general assumption on the part of millions of people that the war is almost over, together with rumors to the effect that the bottom is about to drop out of the war production program.

(2) The psychological effect of the cancellation of contracts for certain types of war materials with the consequent lay-off of workers in some industries and areas.

Over-optimism on the part of both employers and workers as to an early ending of the war is a sentiment positively dangerous to the whole war effort. There should be no illusions on the part of anyone concerning the seriousness of the days ahead. "Although great dangers lie behind us, enormous exertions lie before us." It is essential that the war be fought with a singleness of purpose every hour of every day until victory is won.

Production schedules demand that maximum emphasis be placed at this time on supplying the necessary labor for certain types of industry, including foundries and forge shops, rubber and tire production, ship repair, logging and lumbering. Similar increased emphasis must soon be placed in such fields as textile manufacturing, manufacture of electronic equipment and coal mining. Essential war production quotas must be met.

Cancellation of contracts and the layoff of workers in some industries and areas have had the effect of complicating recruitment in other industries or areas where additional workers are essential to the war effort. Instead of taking jobs in other war plants, many of those released are inclined to seek employment in civilian peace-time industry where they feel there is some degree of permanency. Women who are laid off often decide to stay at home, feeling their contribution to the war effort has been completed. And women who have not yet entered the labor market are unconvinced that the need for their services is bona fide.

War manpower needs depend upon war production demands. Labor is adequate in total quantity, but the distribution is unbalanced. The need for more workers does not exist in every community at the same time and the type of worker needed varies in different areas. Workers who may be released as a result of alterations in the production programs are needed greatly in other plants or in other areas where war production schedules are being increased.

These elements in the war manpower and production situation should be explained and clarified for workers already in the labor market and potential workers alike, so that they will have an appreciation of the inherent difficulties and understand the necessity for meeting labor demands when and as they arise.

IV. How Local Women's Groups Can Aid the Manpower Problem

The Women's Advisory Committee is of the opinion that women's organizations and clubs over the country, in cooperation with their local government agencies, can be of great assistance in helping to overcome psychological hazards in a seemingly contradictory program of layoffs and strenuous recruitment.

They also can use their influence to help correct in their own localities some of the plant and community conditions which make it difficult for women, particularly those with home responsibilities, to work with hourly steadiness and daily regularity on the job.

It is important that each women's group know and understand the nature of its own local labor market area. This understanding should be acquired in cooperation with the local War Manpower and USES offices.

In order to avoid duplication of effort and the overlapping of activities and to approach local manpower problems realistically, women's organizations and club groups are cautioned against any attempt to develop programs independently of the government agencies concerned. To be effective, all activities on the labor front should be geared into the local manpower employment pattern, in cooperation with the local War Manpower and USES offices.

To the heads of the local women's groups the Committee offers the following suggestions:

1. Ascertain how many of your members work in war plants or civilian industries.

2. Stress to each member who works in a war plant or civilian industry the importance of staying on the job.

3. In meetings of your organization or club, emphasize to all members the seriousness of the long, tough job ahead. Explain those elements in the manpower situation which have seemed contradictory and led to confusion.

4. Find out from the United States Employment Service in your area the types of workers needed and where they are needed; offer to canvass your membership to determine which of them can make arrangements to enter the labor market.

5. Ascertain from local War Manpower Area Director what is being done to help eliminate turnover and absenteeism by the extension of shopping hours, the establishment and maintenance of child care, medical, dental, eating and other plant and community facilities and services.

6. Find out from the local War Manpower Area Director what community problems seem to complicate recruitment and utilization of women workers. Discuss the problem with your club members at one of your meetings. Ask for suggestions from time to time as to methods to use in local publicity and cooperative effort.

For Use of Local Women's Clubs and Organizations

From the Office of
Margaret A. Hickey, Chairman
Women's Advisory Committee
War Manpower Commission

June 30, 1944

PROBLEMS OF TURNOVER AND ABSENTEEISM AMONG WOMEN WAR WORKERS

I. The Existing Manpower Situation

We are in the most vital period of the war. The ability of certain of our heavy industries to produce on schedule is absolutely essential to an unbroken flow of supplies to our armed forces. The time has come when we must mobilize our manpower wherever it is available to meet labor demand regardless of where and when it arises. Every labor shortage area and essential industry must be supplied with workers required to keep production on schedule.

This means that many workers who are not needed for any essential jobs in their own areas or whose places can be filled by women should accept jobs in other areas entitled to priorities. Women as well as men must be ready to accept referral to job opportunities for which they are qualified in essential and locally needed activity in the order of the relative urgency to the war effort. Many women not now in the labor market must prepare to take less essential jobs filled by men who can be transferred to jobs of the greatest war production urgency in their own or other areas.

Labor Market Areas

Labor market areas are segregated into four groups. Areas in which acute labor shortages exist are placed in Group I. Group II is made of areas in which the supply of labor is stringent or where a shortage of labor is anticipated within six months. Areas in which a slight labor reserve is expected to remain after six months are put in Group III. Group IV areas are those in which a substantial labor reserve will remain after six months.

Area classifications until recently were based on labor market forecasts six months ahead. Now, however, because the production situation is more subject to quick, unforseen adjustments than previously, area classifications are based on labor market forecasts of only 60 days ahead.

II. Women are Called to Service

In those areas where the United States Employment Service office is asking people to take jobs, every woman able to work must understand that she is being called for service to her country.

If war production demands and homefront needs are to be met, thousands of additional women must enter the labor market now.

Women are needed in nearly every type of job--in industry and on the farm, in military services and in local civilian activities. They are needed to take the jobs of men being drafted and men transferred to jobs of greatest war production urgency.

Just as imperative as the campaign in some areas to recruit women must be the nationwide program for retention of women now in the labor market. In December 1943, quit rates for women exceeded the accession rates in half the war industries. Women in that month quit jobs in shipbuilding and aircraft industries faster than they were hired, in spite of a need for their labor.

The absentee rate among women has been shown to be higher than that for men. In several West Coast aircraft factories, for example, absentee rates over a period of 18 months ending January 1944, were shown to be 4½ percent for men and 8 percent for women.

The percentage of working time lost for all women shipbuilding workers as reported by the Bureau of Labor Statistics for the third quarter of 1943, was 10.6 percent. A recent bulletin of the U. S. Maritime Commission reports absenteeism among women in three West Coast shipyards as having been from 48 percent to 66 percent higher than the rate for men; in these same yards women's absenteeism averaged 22.0 percent as of June 1943.

III. Psychological Factors Are the Principal Deterrents

Greater efforts must be made from now on, first, to hold workers in essential jobs once they are so placed; second, to recruit workers for such jobs from less essential activities; and, third, to shift workers from areas which have available labor to areas which need more manpower.

In the accomplishment of these objectives, certain psychological factors which serve as deterrents, must be recognized, understood, and dealt with. They are:

(1) The too general assumption on the part of millions of people that the war is almost over, together with rumors to the effect that the bottom is about to drop out of the war production program.

(2) The psychological effect of the cancellation of contracts for certain types of war materials with the consequent lay-off of workers in some industries and areas.

Over-optimism on the part of both employers and workers as to an early ending of the war is a sentiment positively dangerous to the whole war effort. There should be no illusions on the part of anyone concerning the seriousness of the days ahead. "Although great dangers lie behind us, enormous exertions lie before us," It is essential that the war be fought with a singleness of purpose every hour of every day until victory is won.

Production schedules demand that maximum emphasis be placed at this time on supplying the necessary labor for certain types of industry, including foundries and forge shops, rubber and tire production, ship repair, logging and lumbering. Similar increased emphasis must soon be placed in such fields as textile manufacturing, manufacture of electronic equipment and coal mining. Essential war production quotas must be met.

Cancellation of contracts and the layoff of workers in some industries and areas have had the effect of complicating recruitment in other industries or areas where additional workers are essential to the war effort. Instead of taking jobs in other war plants, many of those released are inclined to seek employment in civilian peace-time industry where they feel there is some degree of permanency. Women who are laid off often decide to stay at home, feeling their contribution to the war effort has been completed. And women who have not yet entered the labor market are unconvinced that the need for their services is bona fide.

War manpower needs depend upon war production demands. Labor is adequate in total quantity, but the distribution is unbalanced. The need for more workers does not exist in every community at the same time and the type of worker needed varies in different areas. Workers who may be released as a result of alterations in the production programs are needed greatly in other plants or in other areas where war production schedules are being increased.

These elements in the war manpower and production situation should be explained and clarified for workers already in the labor market and potential workers alike, so that they will have an appreciation of the inherent difficulties and understand the necessity for meeting labor demands when and as they arise.

IV. How Local Women's Groups Can Aid the Manpower Problem

The Women's Advisory Committee is of the opinion that women's organizations and clubs over the country, in cooperation with their local government agencies, can be of great assistance in helping to overcome psychological hazards in a seemingly contradictory program of layoffs and strenuous recruitment.

They also can use their influence to help correct in their own localities some of the plant and community conditions which make it difficult for women, particularly those with home responsibilities, to work with hourly steadiness and daily regularity on the job.

It is important that each women's group know and understand the nature of its own local labor market area. This understanding should be acquired in cooperation with the local War Manpower and USES offices.

In order to avoid duplication of effort and the overlapping of activities and to approach local manpower problems realistically, women's organizations and club groups are cautioned against any attempt to develop programs independently of the government agencies concerned. To be effective, all activities on the labor front should be geared into the local manpower employment pattern, in cooperation with the local War Manpower and USES offices.

To the heads of the local women's groups the Committee offers the following suggestions:

1. Ascertain how many of your members work in war plants or civilian industries.

2. Stress to each member who works in a war plant or civilian industry the importance of staying on the job.

3. In meetings of your organization or club, emphasize to all members the seriousness of the long, tough job ahead. Explain those elements in the manpower situation which have seemed contradictory and led to confusion.

4. Find out from the United States Employment Service in your area the types of workers needed and where they are needed; offer to convass your membership to determine which of them can make arrangements to enter the labor market.

5. Ascertain from local War Manpower Area Director what is being done to help eliminate turnover and absenteeism by the extension of shopping hours, the establishment and maintenance of child care, medical, dental, eating and other plant and community facilities and services.

6. Find out from the local War Manpower Area Director what community problems seem to complicate recruitment and utilization of women workers. Discuss the problem with your club members at one of your meetings. Ask for suggestions from time to time as to methods to use in local publicity and cooperative effort.

NATIONAL SERVICE

Members of the Women's Advisory Committee of the War Manpower Commission in meeting Tuesday, January 16,1945, were polled as to their opinion with respect to the need for National Service legislation. Eight of the eleven members present favored a National Service Act, which would totally mobilize the manpower and the womanpower of the Nation. The Committee believed that such legislation would not interfere with the retention of manpower regulations that have proved effective, but would strengthen current programs.

The Committee registered its opposition to "work or fight" or any other legislation at the present time that does not include women as an integral part of the labor force.

The Committee recommended that National Service legislation -

(1) Impose upon all the duty to serve in work contributing to the successful prosecution of the war and to continue in such employment with penalty for failure to so train or work.

(2) Obligate employers to accept upon referral by the proper Government agency all persons thus required to serve without discrimination because of sex, race, creed, or marital status.

(3) Give broad general powers so that rules and regulations may be developed to provide humane and expeditious administration; and that the responsibility for administration be delegated to the War Manpower Commission.

(4) Provide for transfer of workers from surplus to shortage areas wherever all local resources have been exhausted, with payment of suitable traveling expenses and allowances and assurances of reasonably suitable living and working accommodations.

(5) Provide for protection of seniority, with accumulated seniority and reemployment rights fully preserved and safeguarded, during absence for persons transferred from one employment to another.

In considering the problem of women, the Committee recommended, among other hardship exemptions, the exemption of women with children under sixteen years of age. It also recommended no age differential between men and women.

The Committee further voted to make a public statement with respect to its position on the President's proposal for National Service legislation.

The minority of the Committee which offered opposition to National Service took the position that there are still untapped sources of labor, that the best utilization has not been made of the labor force to date, that people react better under a voluntary than a compulsory system, and questioned just how much production would be speeded up under a policy of force.

HISTORY

of

THE WOMEN'S ADVISORY COMMITTEE

Committee

WAR MANPOWER COMMISSION

August 15, 1944

* *

APPOINTMENT

The Women's Advisory Committee, the first wartime committee of American women to influence major government policy, was appointed by Mr. Paul V. McNutt, Chairman of the War Manpower Commission, in September 1942.

REASON FOR THE COMMITTEE

By early 1942, months before the appointment of the Women's Advisory Committee, the supply of men workers in a number of war production centers was already approaching the exhaustion point. Therefore, not only the recruitment of women for those activities in which they were customarily employed, but their induction into industries and occupations from which they were traditionally barred, became an urgent necessity.

By the time of the appointment of the Women's Advisory Committee in September 1942 it was estimated that some 14,000,000 women were then in employment of all kinds--about three million more than at the beginning of the defense program in May 1940. It was conceded by authorities, including Mr. McNutt, that four-fifths of all war jobs could be performed by women. However, despite this concession and despite the unquestioned necessity for the utilization of women, there was considerable resistance on the part of many employers towards hiring women workers. This was one side of the picture, but there was also another side. Reluctance on the part of many women themselves to enter the labor market threatened to be an even greater problem than that of breaking down the resistance of employers.

The War Manpower Commission was aware that the problems affecting the wartime employment of women were varied and numerous and that they required special consideration. So that the Commission, in tackling these problems, might have the benefit of the advice of competent and well informed women, Mr. McNutt appointed a Women's Advisory Committee.

COMPOSITION

Composed of fourteen members, the Committee is representative of management, labor and the general public; of the north, the south, the east, the midwest, and the far west. Its membership includes women's organization leaders and women who other wise have specialized in the solution of community problems; women prominent in the fields of education and journalism; personnel specialists from large industries; representatives of the American Federation of Labor, the Congress of Industrial Organizations, the National Farmers' Union. All are specialists in their own particular fields and none of them is on the payroll of any Government agency.

War Manpower Commissioner McNutt named as Chairman of the Women's Advisory Committee Miss Margaret A. Hickey, lawyer and business executive of St. Louis, Missouri.

Other members of the Committee are:

Mrs. Harris T. Baldwin of Washington, D. C., former Vice President of the League of Women Voters

Mrs. Dorothy J. Bellanca of New York City, Vice President of the Amalgamated Clothing Workers of America

Miss Bess Bloodworth of New York City, Vice President (in charge of personnel) of the Namm Store, Brooklyn, N. Y.

Mrs. Maudelle Bousfield, Principal of the Wendell Phillips High School, Chicago, Illinois

Miss Elisabeth Christman of Washington, D. C., Executive Secretary of the Women's Trade Union League

Mrs. Saidie Orr Dunbar of Portland, Oregon, Executive Secretary of the Oregon Tuberculosis Association and past President of the General Federation of Women's Clubs

Mrs. Gladys Talbott Edwards of Denver, Colorado, Director of Education for the National Farmers' Union

Mrs. Beatrice Gould of Philadelphia, Pennsylvania, Editor of The Ladies' Home Journal

Mrs. Lowell Fletcher Hobart of Cincinnati, Ohio, past National President of the American Legion Auxiliary

Miss Jennie Matyas of San Francisco, California, Vice President of the International Ladies' Garment Union

Miss Eleanor Park of New York City, Assistant to the Manager of Industrial Relations, Union Carbide and Carbon Corporation

Mrs. Blanche Ralston of Coahoma, Mississippi, former Regional Director of the Professional and Service Division of the Work Projects Administration

There is a vacancy on the Committee at this time due to the recent resignation
Dr. Esther Cole Franklin who has accepted a salaried position as Consultant
h the Office of Price Administration.)

EETINGS OF THE COMMITTEE

hen War Manpower Commission policy was in the formative stage, the Women's Advisory Committee generally met two days each month. The Committee now meets two days every other month, but may meet at other times upon call. The Executive Director meets with the Women's Advisory Committee in executive session once every other month.

FUNCTIONS OF THE COMMITTEE

The Committee is, as its name implies, an advisory body. It is the responsibility of this Committee:

1) To make careful studies and keep itself fully informed concerning conditions which militate against the most effective mobilization and utilization of women in the war effort;

2) To formulate its factual findings and keep the War Manpower Commission advised with respect thereto;

3) To make recommendations to the War Manpower Commission for the establishment of policy -- when the Committee has been requested for such recommendations or when the Committee agrees that a policy statement with respect to the utilization of women is desirable and practicable.

Administrative Order No. 22, dated August 31, 1942, establishing the Women's Advisory Committee, reads as follows:

"By virtue of the authority vested in me as Chairman of the War Manpower Commission, the following order is promulgated for the guidance of all concerned:

"1. There is hereby established in the Office of the Chairman of the War Manpower Commission a Women's Advisory Committee to be appointed by the Chairman of the War Manpower Commission and to be concerned with the most effective use of women in the prosecution of the war effort.

"2. The chairman of this Committee shall be designated by the Chairman of the War Manpower Commission.

"3. The chairman (or an alternate designated by the chairman of the Committee) shall serve as a representative of this Committee in maintaining a working relationship with the Management-Labor Policy Committee.

"4. The Women's Advisory Committee is authorized to consider and recommend to the Chairman of the War Manpower Commission matters of major policy concerning the activities and responsibilities of the Commission, particularly as they affect women and the contribution women can make in the successful prosecution of the war. The Committee shall initiate studies and the formulation of policies, as well as consider those referred to it by the Chairman."

DUTIES OF THE CHAIRMAN

It is the duty of the Chairman of the Women's Advisory Committee to preside at the meetings of the full Committee, to appoint standing sub-committees or temporary sub-committees for investigation and consideration of specific problems and to attend various meetings of these sub-committees. She also meets with, and participates in the discussions of, the Management-Labor Policy Committee, a similar body established by administrative order within the War Manpower Commission. She complies with requests from the field for radio discussions and platform addresses before both men's and women's groups on the subject of womanpower and its wartime utilization.

SUB-COMMITTEES

Community Facilities and Services.- This sub-committee was appointed early in the life of the Women's Advisory Committee for the purpose of giving special consideration to the problem of inadequate community facilities and services and its bearing upon the recruitment and utilization of women in the war effort. It has been headed since its inception by Mrs. Saidie Orr Dunbar of Portland, Ore.

Public Relations.- In addition to meeting on its own periodically, this sub-committee sometimes meets with other standing or temporary sub-committees, depending upon the public relations aspects of the subjects scheduled for discussion. It is headed by Miss Bess Bloodworth of New York City.

Post-War.- The Women's Advisory Committee has been keenly aware of the fact that while people work and fight today, they are thinking of the future. What they are thinking has a tremendous effect on their morale and the character and effectiveness of their work in the war effort. The Committee feels that in winning the war, consideration must be given also to winning the peace -- the peace for which the war is being fought. In May 1943, the Chairman appointed a sub-committee to give special consideration to the matter of post-war planning.

Because of the increasingly important public relations aspects of all post-war planning, the Chairman of the Women's Advisory Committee, in June 1944, dissolved the post-war sub-committee as such, increased the membership of the sub-committee on public relations, and merged the work of the two sub-committees under the heading "Public Relations," with Miss Bloodworth continuing as chairman.

INITIAL POLICY RECOMMENDATIONS - ADOPTED BY WAR MANPOWER COMMISSION

The Women's Advisory Committee met for the first time on October 1, 1942. At this first meeting it was pointed out that the womanpower problem "goes far beyond the mere signing up of women for jobs. It includes training, plant and living arrangements, which take account of the presence of women. And it includes also the revision of certain industrial processes in order to increase the number of jobs women can perform."

Policy on Recruitment, Training and Employment of Women Workers. - The members undertook as their primary item of business at this first meeting the formulation of basic recommendations concerning the recruitment, training, and employment of women. These recommendations were immediately accepted by the War Manpower Commission as national basic policy.

Salient points in the policy statement were that management and labor organizations should remove all barriers to the employment of women in any occupation for which they were or could be fitted, and that women should be admitted on a basis of equality with men to all forms of training.

Every effort was to be made, the policy set forth to recruit and refer women, including older women, for jobs and training on the basis of their qualifications for an occupation, without discrimination because of race, national origin or creed.

The Committee recognized the importance of the contribution women are making to American homes by asking that the family group be protected in every possible way. "Women with small children needing care are not urged to apply for work," it stated, "until all other available local labor resources are used."

This policy was not intended to exclude women with children when they desire or need the opportunity for training or employment. However, it was then and still is the view of the Women's Committee that the employment of older women should generally precede employment of younger women with small children. Furthermore, it is the belief of Committee that by the removal of upper age limits, the largest pool of unemployed, yet employable, people available could be brought into wartime use.

With regard to wage rates for women, the Committee recommended the principle of equal pay for equal work, stating that wage rates should be determined "on the basis of the work performed, irrespective of sex." It also recommended appropriate safeguards regarding hours of work for women, adequate meal and rest periods, and facilities for medical care, general health, and safety. One day of rest in seven, and 8-hour shift and a maximum 48-hour week, except in case of emergency, were considered necessary to maximum production efficiency.

BSEQUENT RECOMMENDATIONS ADOPTED AS POLICY

Policy on Employment of Youth Under 18 Years of Age. - The second meeting of the Women's Advisory Committee was held October 27 and October 28, 1942. At this meeting the Committee on October 27, 1942, considered a tentative draft of policy on employment of youth under 18 years of age. This policy draft set forth the safeguards that should protect the physical and intellectual development of under 18 year old youth whose services might be required because of the emergency.

The recommendations of the Women's Advisory Committee were accepted as policy by the War Manpower Commission under date of January 30, 1943.

Employment In Industry of Women with Young Children. - On October 27, 1943, the Women's Advisory Committee gave consideration also to certain aspects of Policy No. 2, "Employment in Industry of Women with Young Children," which had become effective August 12, 1942.

Paragraph IV (b) of this Policy No. 2 reads as follows:

".....it is essential that:

"(b) If any such women are unable to arrange for the satisfactory care of their children at home during their working hours, adequate facilities be provided for the day-care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers of employer groups."

Based on recommendations of the Women's Advisory Committee, the War Manpower Commission gave re-emphasis to this Paragraph IV (b) through an Interpretation issued under date of February 19, 1943.

ROCEDURES

Planning and Conducting a Campaign for Enrollment of Women in War time Employment. - The third meeting of the Women's Advisory Committee was held on December 2, and December 3, 1942. One of the purposes of the meeting on December 3, 1942, was to consider a program for conducting women's enrollment campaigns. At this meeting the Women's Advisory Committee approved a "Procedure on Planning and Conducting a

Campaign for the Enrollment of Women in Wartime Employment." This "Procedure" was subsequently approved by the War Manpower Commission. (This "Procedure" is, of course, not in effect at this advanced stage of War Manpower Commission Program operations.)

OTHER IMPORTANT ACTION TAKEN BY THE COMMITTEE

Community Facilities and Services. - At the meeting of the Women's Advisory Committee on March 17, 1943, a proposed policy statement on plant and community facilities and services was drawn up and approved by the Committee and subsequently forwarded to the Commission.

War Manpower Commission under date of October 15, 1943, transmitted to the field a Guide for Programs on Plant and Community Facilities and Services.

National Service Legislation. - The Women's Advisory Committee, on March 18, 1943, drew up recommendations with respect to certain provisions which, in the event of the enactment of National Service legislation, the Committee felt should be embodied in such an Act.

These recommendations were submitted to the Chairman of the War Manpower Commission with the request that they be given due consideration in connection with any such proposed legislation.

The War Job Platform of American Women.- The sub-committee on public relations, with the assistance of members of the War Manpower Commission staff, prepared a bulletin, titled "The War Job Platform of American Women," for distribution by the Committee to women's groups and others requesting information.

Pursuant to motion adopted by the Committee on May 13, 1943, the bulletin was sent to women's organizations with accompanying letter signed by the Committee Chairman,

Physical Examinations for Women Shipyard Workers. - The Women's Advisory Committee, on June 16, 1943, unanimously adopted a recommendation providing physical examinations for shipyard workers, particularly women shipyard workers, so as to insure proper placement in hazardous and arduous shipyard occupations.

The recommendations of the Women's Advisory Committee were transmitted by Chairman McNutt to Mr. Donald M. Nelson, Chairman of the War Production Board, under date of July 9, 1943.

Teacher Shortage.- Pursuant to motion adopted on June 16, 1943, the Women's Advisory Committee called attention of women's organizations to the growing shortage of teachers in rural schools and urged them to lend their assistance toward averting a critical situation during the coming year.

Suggested Program of Cooperation with Women's Organizations.- A suggested program of cooperation with women's organizations was prepared by the sub-committee on public relations. At the meeting of the full committee on April 15, 1943, a motion was adopted to accept the plan as set forth in the program draft.

Copy of the suggested plan underwent several revisions. Pursuant to motion adopted at the Committee meeting on June 17, 1943, the plan as finally revised was mimeographed and released to women's organizations. The covering letter signed by the Chairman of the Committee stated that this was "in response to request."

Employer Sponsorship of Child Care Programs.- The Women's Advisory Committee on June 16, 1943, drew up a resolution opposing the allocation of Government funds to Mr. Henry Kaiser for the establishment of day care centers for children of mothers working in the Kaiser plants; and re-emphasizing the War Manpower Commission's Policy No. 2 of August 12, 1942 (as amended February 19, 1943) on the "Employment in Industry of Women with Young Children" (This policy advocated the development of child care facilities as community projects).

Pursuant to motion adopted on August 12, 1943, women's organizations were sent copies of the above resolution of the Women's Advisory Committee adopted on June 16, 1943.

Studies.- The Women's Advisory Committee instigated several important studies by the War Manpower Commission staff. They included one on older workers and another on part-time workers. On the basis of these studies and those made by other agencies, the Women's Advisory Committee advocated a wider use of both the older woman worker and the part-time worker.

The War Manpower Commission issued a press release from the Women's Advisory Committee on the use of the older woman worker under date of August 13, 1943, and a press release on the use of part-time workers under date of September 24, 1943.

Other Recommendations for Better Plant Utilization of Women Workers.- As measures vital to the most effective utilization of America's womanpower, the Women's Advisory Committee in October 1943, recommended the immediate wide-scale development of adequate in-plant training for women workers; and in December 1943, urged the wider development of in-plant counseling services designed to assist women employees on personal and job adjustment problems.

The War Manpower Commission issued a press release from the Women's Advisory Committee on in-plant training programs for women workers under date of October 29, 1943, and a press release on in-plant counseling services under date of December 6, 1943.

Post-War Statement.- After consideration of a report of its sub-committee on post-war, the Women's Advisory Committee, at its full meeting on December 2, 1943, made public a statement, seriously questioning "any easy assumption" that after the war, a great number of women workers "will return to their homes;" and re-emphasizing the Committee's opposition to discrimination in employment on the basis of sex in time of peace and war. This statement was given wide attention both here and abroad.

Demobilization and Reconversion.- The Women's Advisory Committee, at its meeting December 3, 1943, drew up a statement recommending special attention to the problem of applying and enforcing the principle of the right of women to work, for consideration in connection with demobilization and reconversion planning.

Pursuant to motion passed unanimously at the meeting, this statement was submitted to the Chairman of the War Manpower Commission under date of December 21, 1943, with the request that copy be forwarded to the Honorable Bernard M. Baruch, Chairman, Advisory Unit for War and Post-War Adjustment Policy, Offices of War Mobilization.

The Women's Advisory Committee was advised by the Assistant Executive Director under date of December 31, 1943, that the Chairman of the Commission had complied with the request of the Committee and submitted copy of the statement to the Honorable Bernard M. Baruch.

Cut-backs Affecting Women in Industry.- With respect to cut-backs affecting women in industry, the Women's Advisory Committee, under date of March 1, 1944, recommended the adoption of a policy embodying the following principles:

1. That notice of cessation of work be given as far in advance as possible

2. That split-shift workers, including children for whom part-time work arrangements have been made, be laid off first

3. That voluntary resignations be called for from those women workers who wish to return to civilian life as soon as possible

4. That separation of other women workers be based on the following considerations:

    (a) Skill necessary on the job
    (b) Seniority on the job
    (c) Dismissal pay based on length of service

5. That plans be made for counseling workers dismissed as to the following:

    (a) Possibilities and procedures for transfer to other jobs in the locality

    (b) Re-training programs in operation in the locality

    (c) Social Security rights (Unemployment Insurance - Old Age Pension) and any other Government provision.

Both the statement which went to Mr. Baruch and the statement on cut-backs affecting women in industry were given wide distribution and both elicited considerable comment on the part of the press.

The Wartime Responsibility of Women's Organizations.- This pamphlet, approved in January 1944, was designed primarily for use of women's organizations on the national level. It sets forth the need for forming community committees of women and urges the national heads of women's organizations to encourage their local groups to participate in the formation of such local over-all womanpower committees to assist in solving local employment problems.

The fifteen thousand copies of this pamphlet were distributed in multilith form. A WMC press release of February 16, 1944, announced the distribution. Due to the prevailing demand for the pamphlet, it was permitted by WMC to go into print subsequently another ten thousand copies of the pamphlet emanated from the Government Printing Office.

Womanpower - An Appraisal by the Women's Advisory Committee.- In cooperation with WMC'S Facts and Analysis Section, the Women's Advisory Committee at its April 1944 meeting completed an appraisal of the wartime womanpower situation up to and including the existing date. The "Appraisal" was mimeographed and released

April 30, 1944, to field offices, to women's clubs and organizations, and to numerous other groups and individuals. Some of the material from this "Appraisal" was included in OWI's overall report on womanpower released to newspaper and magazine writers over the country in April 1944.

Household Employment.- Under date of June 15, 1944, the War Manpower Commission issued a Women's Advisory Committee Press Release, suggesting that wherever practicable or possible some community effort should be made to see that priority on household help go to women workers according to the value of their services to the war effort.

In appreciation of the significant contribution the skilled household worker makes to the health and well-being of the family, and believing that after the war and for a long time in the future household workers may again comprise a major occupational group, the Women's Advisory Committee plans to give further consideration to the problem of household employment.

Statement - Problems of Turnover and Absenteeism Among Women War Workers.- This bulletin, prepared in mimeographed form, was adapted primarily for the use of local women's clubs and organizations. It reviewed briefly the existing manpower situation, cited certain psychological factors causing absenteeism and labor turnover, and called upon women's groups to cooperate with local government agencies solving local problems. It suggested six steps that women's groups might take be of assistance. The bulletin, dated June 30, 1944, was widely distributed to both national and local women's organizations and clubs.

MAJOR MANPOWER POLICIES REFERRED TO THE COMMITTEE

To the Women's Advisory Committee have been submitted proposed major manpower policies, which have been scanned for their implications to womanpower. Examples of these references, which have been given thorough discussion by the Committee, have been the "Hold-the-Line order; Regulation No. 3 with respect to the 48-hour work week; and Regulation No. 7 governing employment stabilization programs.

The Chairman of the Women's Advisory Committee, as an observer at the meetings of the Management-Labor Policy Committee, is thus in position to afford the members of the Women's Advisory Committee the advantage of the thought and argument of the members of the other policy making agency of the Commission. She likewise presents the views of the Women's Advisory Committee to the Management Labor Policy Committee.

August 17, 1944 dupe

RECOMMENDATION OF THE WOMEN'S ADVISORY COMMITTEE WITH RESPECT TO THE RELEASE OF A STATEMENT CALLING UPON WOMEN'S CLUBS AND ORGANIZATIONS FOR SUPPORT IN THE DRIVE FOR MANPOWER TO MEET CRITICAL PRODUCTION NEEDS OF THE ARMED FORCES

It was recommended

THAT: A Statement be prepared and distributed to the heads of large organizations of women, asking them to cooperate in the drive for manpower to meet critical production needs of the armed forces; and

THAT: This Statement be accompanied by excerpts from General Lucius Clay's discussion at the meeting of the WMC Regional Directors in Chicago, Illinois, Thursday morning, August 17, 1944.

Women's Advisory Committee
War Manpower Commission
Washington, D. C.

September 4, 1944

STATEMENT BY MARGARET A. HICKEY, CHAIRMAN OF THE WOMEN'S ADVISORY COMMITTEE OF THE WAR MANPOWER COMMISSION, TO WOMEN'S CLUBS AND ORGANIZATIONS THROUGHOUT THE COUNTRY

NO ONE CAN DO YOUR WAR JOB FOR YOU!

This is a call from the WMC Women's Advisory Committee to the heads of all women's organizations to muster the support of the full strength of their respective memberships in America's drive to push the war to a quick - and not a dragged out - ending.

If this war can be shortened by a month, a week, a day, or even an hour, it is worth anything we can put into it. If we slow up the production of vital materials at this particular period, such slowing up will serve only to prolong the armed hostilities. When they are prolonged, it costs us lives, which no money can replace, and it costs us money as well.

Time is the hope of the German leaders. Time to comb out and train new reserves from factories and shops, to produce greater quantities of old and well-tried weapons, and to develop and produce new and more effective weapons. We must not grant to Germany one unnecessary hour of the respite she seeks.

The course of the war which no one could predict - both on the Continent and in the Pacific - has created extraordinary demands for heavy ammunition, tires, trucks, tanks, tractors, artillery cranes, derricks, radar and radio equipment, and certain other types of materiel. At the same time, our magnificent victories and the approaching doom of our enemies have served to increase the eagerness of workers in war industries to get back into peacetime jobs.

War Manpower Commissioner Paul V. McNutt, charged with the responsibility of supplying the manpower to produce the weapons needed for our armed forces, is broadcasting to the workers of America this message: "Until the war is

over, all of us must stay on the job and furnish the materials of war absolutely necessary to win it. This is the last mile. How long it will be we do not know. But we must make certain that it is traversed as speedily as possible. A soldier cannot quit until the armistice is signed, and we cannot quit until the demand ceases."

We need not concern ourselves too greatly at this time with the overall manpower picture, which is good. But 154 firms manufacturing critical materials are lagging in production. They represent the bottlenecks. And it is by the bottlenecks that the success or failure of overall operations is determined. Even when truck bodies, wheels and engines are available, they are of no use without axles; and trucks can't roll without heavy duty tires. Thousands of additional workers are needed in foundries to produce castings for engine blocks, axles, transmissions, parts.

Even as cutbacks may make it necessary for some women to give up their jobs and to transfer to less essential work, at the same time in critical areas they are needed to release men for heavy, dirty work.

For example, about 1,000 more workers are needed to meet increased war requirements for asbestos cloth and roving as insulation in ships, tanks, planes, shells and other war equipment. Most of the asbestos plants are situated in tight labor market areas, but more than half the additional workers are needed for the production of asbestos textile, and most of these jobs can be filled by women.

The asbestos plants where more workers are needed are in the following cities: Downey, Calif.; Cicero, Ill.; Huntington, Ind.; Charlotte, N. C.; Charleston, S. C.; Manville, N. J.; Palmyra, N. Y.; Ambler, Pa.; and Manheim, Pa.

Workers must be found without delay to fill the jobs in industries on which the new demands are falling. Workers in less essential industries owe it to their country to volunteer for these jobs out of loyalty and patriotism. But

altogether aside from such considerations, they owe it to their country, their communities, their families and themselves to support the manpower program for the most practical of reasons. The lag in a few strategic industries delays reconversion of industry to peacetime production and peacetime jobs. Plans for the resumption of civilian production cannot proceed effectively until the requirements of the armed forces have been met.

The way to shorten the war and hasten a return to peacetime production and peacetime jobs is for every community to put forth maximum and determined effort to meet its wartime obligations. Failure in any one community constitutes a problem of nation-wide concern.

Women have a triple responsibility in the war. Each must do her own specifi war job. She must share in the important job of telling the story that, "War production comes first," and why. She must use her influence at home and in her community to prevail upon workers --

1) To stay on the essential war job until the last shot is fired;

2) To cooperate with placement authorities in transferring from less essential to critical jobs in the same or other plants in the same community; or

3) To cooperate with placement authorities in transferring to "must" jobs in other communities.

Everyone should share in the task of counteracting the dangerous psychological effect of the too general belief that the war is about over and that American workers can afford to let down on the home front. Wars are won by overages and not by shortages. A stranglehold succeeds on one condition -- that one never lets go. There is more reason now than ever before why, in these crucial days, we must meet the needs of our armed forces.

It is hoped that the national heads of women's clubs and organizations will make it a point to get the facts over to all their local groups and, through

them, to the whole of every community.

Stand for the principle that "War production comes first," and refuse to condone the departure from this principle on the part of anyone inclined to put personal interests above the needs of our armed forces and the welfare of our country.

No one can do <u>your</u> war job for <u>you</u>!

War Manpower Comm Files

Miss Frieda S. Miller November 25, 1944

Rachel F. Nyswander

Material Women's Bureau can furnish to aid in setting up training for women for postwar employment.

of 3459

Mr. James R. Branson, Bureau of Training, War Manpower Commission, called me, at the suggestion of Virginia Price of the Women's Advisory Committee of WMC, with the following query:

> "There are plenty of estimates showing how many women will probably be in the labor market after the war, there are statements coming out all the time that such-and-such a percent of women workers in war plants want to stay in paid work after the war ——

> "Now, what do you know in the Women's Bureau about industries who will want to keep women, about employers who will hire them, about jobs in plants they can stay in or be hired for in greater numbers ——

> "In other words, how are we, here, going to plan any training for women unless we know more than just these general pronouncements as to numbers and percents staying on ——"

He seemed to be putting it up to the Women's Bureau to give them real advice and practical suggestions, and from the tone of his voice, he meant business.

I mailed him Miss Pidgeons "postwar" bulletin (with the leaflet).

I would like to send him a typed copy of Elisabeth Benham's bulletin now at the printing office "Employment Opportunities in Characteristic Industrial Occupations of Women." Do you approve?

Is there any more follow up to his phone call? A suggestion that he come over to confer with us? His title is "Training Specialist" and he's been assigned to the director's office (of the Bureau of Training), and does special work. Maybe he's now studying women's needs solely.

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mrs. Nyswander DATE: November 29, 1944

FROM : Miss Miller

SUBJECT: Material Women's Bureau can furnish to aid in setting the training for women for postwar employment.

I am glad you gave Mr. Branson what you did. Miss Benham's study seems to be in proof and I should think we might let him have it in this form provided that it is clearly understood that it is for inside use only and not to be quoted or released in any way until released by this Bureau. However, I wish you would check this with Miss Pidgeon before sending it.

Also I have read and approved for printing two of Mrs. Zapoleon's reports on opportunities in the health field. You might check with Miss Pidgeon on when he could have these also.

Finally in considering opportunities for training there is not only the question of what industries want women but what do women want to do and I should think we might expect some leads about this from the interviews of women in the war centers.

I am inclined to think that if he sounds real it might be worth while to talk with him about the extent and intensity of interest in certain kinds of domestic service training. We know there is a market for trained workers in this field. I have a feeling that if we can get all the factors working at the right time there is a real opportunity to do something here, but I think that ought to be done by oral interview rather than by letter.

M.V.R.

Dec. 20, 1944
I talked to Mr. Branson on domestic service training and he was very much interested

Possibly he has consulted Louise Moore and she will impress on him an interest in domestic service training. Or do you want to talk to him on the phone - I'll act as intermediary!

R.T.N.

Rec'd 12/29
Sent to Pearson 1/4

I talked to L. Moore last week and told her that "domestic service" is again in the [illegible] She was surprised to hear this - I stressed the need for training and she was interested as I outlined some possibilities, but I think we could advise him so